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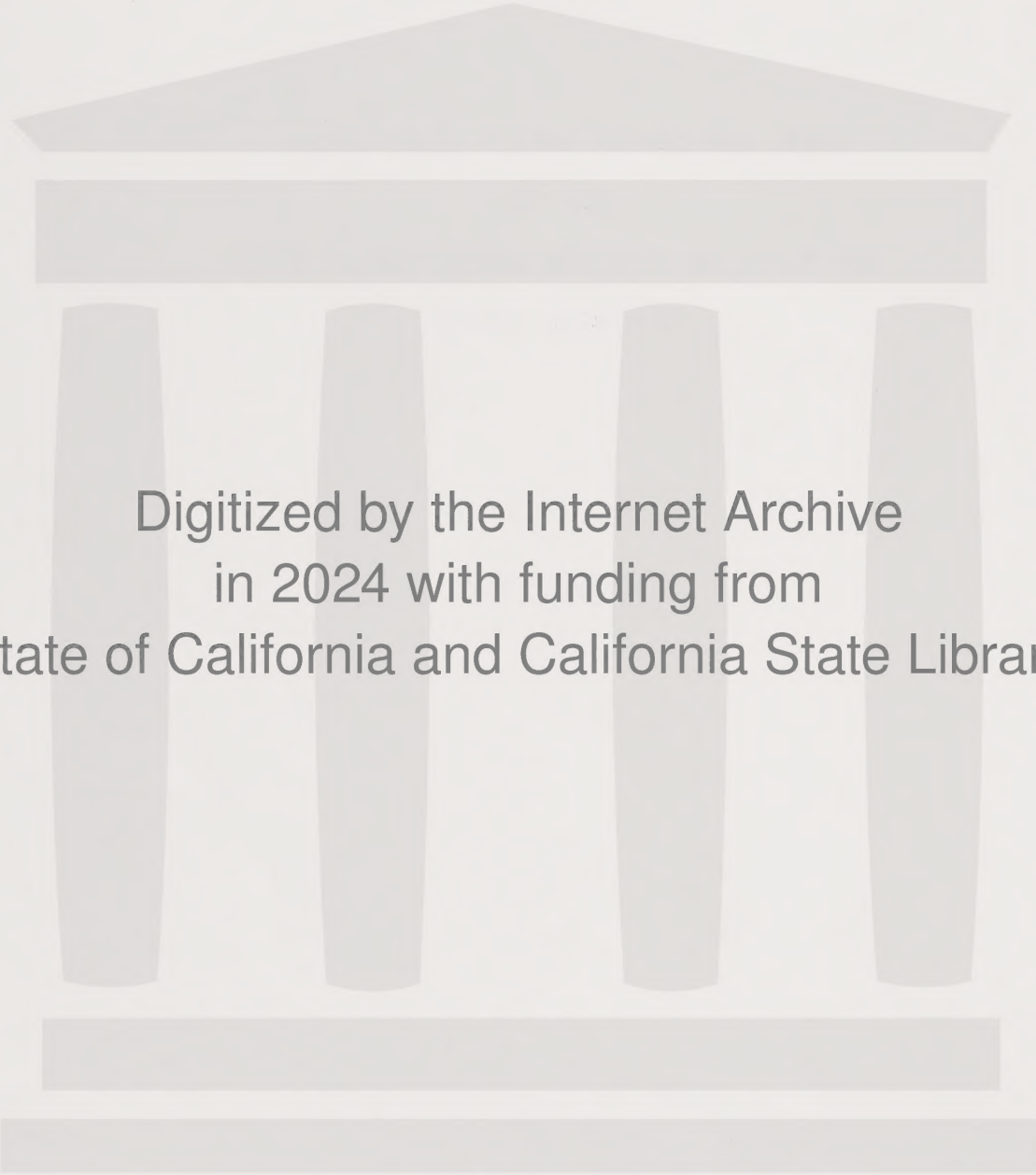
UNIVERSITY OF CALIFORNIA

**Local Development Policy
Survey Update
for the Bay Plain and
Livermore Amador Valley Areas
in Alameda County**

LOCAL DEVELOPMENT POLICY SURVEY UPDATE
FOR THE
BAY PLAIN AND LIVERMORE-AMADOR VALLEY AREAS
IN ALAMEDA COUNTY

OCTOBER 1982

ASSOCIATION OF BAY AREA GOVERNMENTS, BERKELEY, CALIFORNIA



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1. INTRODUCTION

1.1. Scope of Report

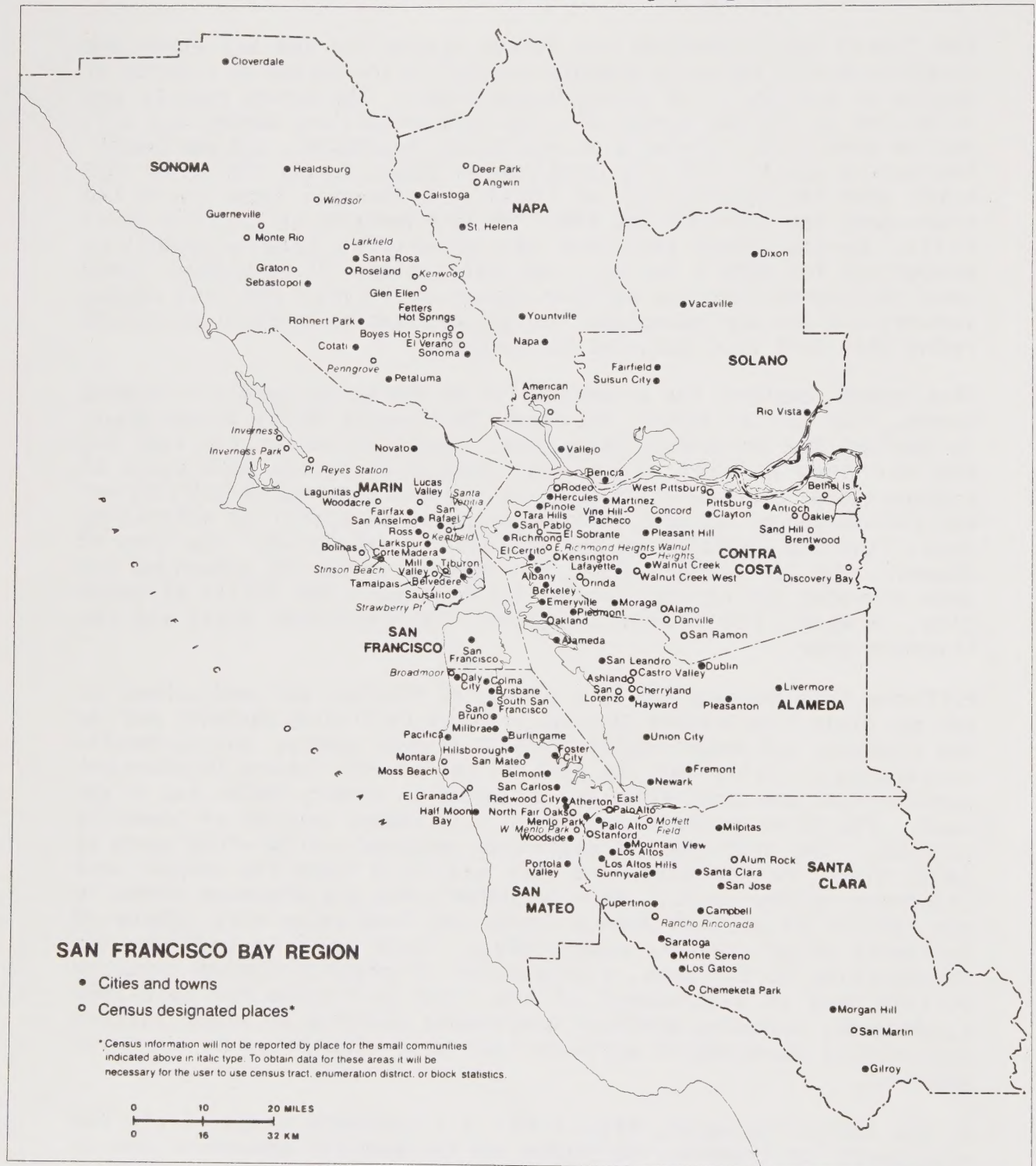
The "Local Development Policy Survey Update for the Bay Plain and Livermore-Amador Valley in Alameda County" is the second in a series of reports on the ABAG Local Policy Survey Update. The survey results are to be used in the development of a new ABAG projections series that will include subregional forecasts of population, households, and employment. The survey update is being conducted in stages during 1981-82 by ABAG staff with the cooperation of local governmental agencies in the nine-county San Francisco Bay Area. It is a revision of the 1976 Local Policy Survey which provided the underlying land availability assumptions for ABAG's Series 3 and Projections 79 forecasts. Since local development/land use policies change over time, the land supply assumptions for new subregional projections need to be based on current rather than 1976 local policies and programs.

This report completes the documentation of the survey update in Alameda County. (An earlier report, the "Local Development Policy Survey Update in the East Bay Shore-North Study Area," presented survey findings for the northern portion of Alameda County along the Interstate 80 transportation corridor.) It assesses recent development activity for the 1975-80 period and post-1980 development potential as defined by local land use policies in the following communities: the City of Alameda; the San Leandro area; the Hayward area; the urbanized but unincorporated San Lorenzo-Castro Valley areas; the Cities of Union City, Newark, and Fremont; Dublin; the Pleasanton area; and the Livermore area.

Following this introduction is a summary of findings and conclusions for the bay plain from Alameda through Fremont (excluding Oakland) and for the Livermore and Amador Valley areas in Alameda County. Survey results concerning activity for the 1975-80 period and future development opportunities and constraints are presented in summary tables and in the text. The third and major section of this report consists of community profiles. The profiles are organized geographically--from north to south along the bay plain and then eastward into the Amador and Livermore Valley areas. Unincorporated areas are discussed either in the context of a Local Agency Formation Commission city sphere of influence or as separate communities. Each profile includes an introduction to the area, a discussion of physical change occurring 1975-80, and an assessment of the land available for post-1980 development, including pertinent development policies or other factors influencing development activity that were identified by the local agencies.

On the following pages, Maps 1 and 2 illustrate respectively the nine-county San Francisco Bay Region and the specific geographic area in Alameda that is under discussion in this report.

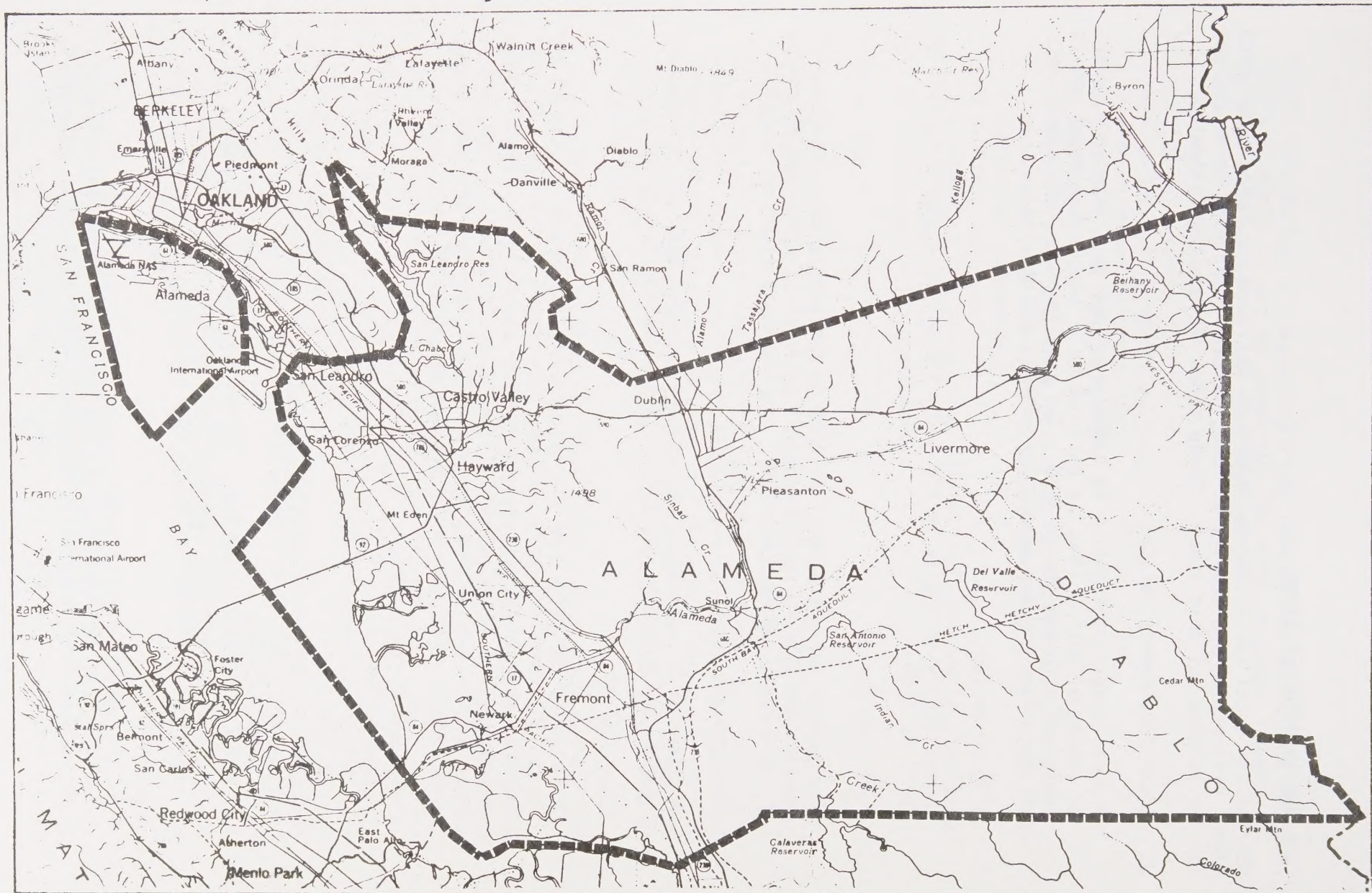
Map 1. San Francisco Bay Region



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1980

Map 2. Alameda County: Bay Plain and Livermore-Amador Valley



1.2. Definition of Terms

Because the Local Policy Survey Update is designed to coordinate with other information and studies at ABAG, certain terms need to be defined for the purposes of this study. These terms include the following:

a. Local development policy:

A local development policy is broadly defined as a principle, plan, or course of action that is pursued by a local government and is concerned with the use of land. The term implies both statements of objectives and implementation actions and strategies.

b. 1975-80 period:

Unless otherwise stated in the text, the period is April 1, 1975 to April 1, 1980.

c. Post 1980 period:

The period following April 1, 1980 to the year 2000. "Short-term" implies the 1980-85 period (April 1 to April 1), the 1985-90 period is "mid-term," while "long-term" usually means after April 1990.

d. Residential:

A category of land use corresponding to areas that are occupied by single- and multiple-family homes including mobilehome parks.

e. Local-serving:

A category of land use corresponding to areas occupied by local-serving industry. These industries serve the regional markets primarily consisting of the local populations. This category often includes commercial and institutional uses but is more accurately defined as land with local-serving employment. Local-serving acreages would include land devoted to:

- retail trade offices;
- churches;
- schools below the state level;
- hospitals;
- local and rapid transit;
- communications and utilities;
- restaurants;
- banks, credit agencies, insurance brokers and agents' offices, and real estate offices; and
- local governments' facilities.

f. Basic:

A category of land use that generally corresponds to industrial uses but is more accurately defined as areas with basic employment.

Basic industries are manufacturing industries and those which export products or act as suppliers to other regional industries. Basic acreage would include land devoted to:

- heavy industry;
- food processing;
- high technology manufacturing;
- miscellaneous manufacturing;
- long distance transportation;
- wholesale trade;
- finance and insurance (security and commodity brokers, exchanges, and services; insurance carriers; holding and other investment companies);
- business services;
- schools at the state level (4-year colleges and universities) and museums; and
- Federal and State governments.

g. Mixed Use:

This category refers to land that is not exclusively residential, local-serving, or basic. More than one type of these uses occupies the same site or area, such as a local-serving/residential project with retail services on the ground floor and multiple-unit residential above. While some large-scale development projects may involve several uses, the acreage is considered mixed use only if more than one use occupies the same piece of land. Otherwise, the acreages are identified in one of the exclusive use categories or as open space.

In addition to the terms identified above, other terms are defined in the text as they first occur.

The basic and local-serving land use concepts correspond to ABAG's definition of the Bay Area's economic activities under the economic base concept. Basic acreages are utilized by "basic activities," i.e., those which respond to demand from outside the region and bring income to the Bay Area through the export of goods and services. Local-serving acreage is occupied by "local-serving activities" which respond to demand (from growth in population and income levels) from within the region. Commercial office land uses may be either basic or local-serving, depending on the economic activities of the occupants. If the office employment is associated with basic finance and insurance and basic services (such as accounting, advertising, job placement, and large engineering firms selling services to parties outside the region) or with corporate headquarters of all types of industries which export their services, then the land is categorized as basic. Office employment may also be associated with local-serving services, such as retail and professional.

Realistically, the Local Policy Survey Update could not always identify the specific occupants or potential occupants of land identified by local agencies as being either commercial or industrial. Where specific information was not available, commercial land was assumed to be local-serving and industrial land was assumed to be basic.

2. CONCLUSIONS FOR THE STUDY AREA

2.1. 1975-80 Change

The ABAG Local Policy Survey Update for the nine cities and unincorporated areas along the bay plain south of Oakland, but including Alameda, and extending eastward into the Livermore and Amador Valley areas makes the following findings:

- (1) At least 3,897 acres of development activity occurred over the five-year period with 64 percent of the identified activity concentrated in the southern end of the bay plain.

Fremont, Newark, and Union City together accounted for almost 64 percent (2,476 acres) of the study area's growth. Residential uses comprised 89 percent of the Tri-City area's growth with Fremont alone containing 1,811 acres of residential activity. The communities of Alameda, San Leandro, San Lorenzo, Castro Valley, and Hayward had 24 percent (945 acres) of the study area's total development activity. The Livermore-Amador Valley communities had only 12 percent of the total activity, but the 476 acres identified through the survey probably understates actual development activity.

The 1975-80 development activity is summarized in Table 1 on the following page.

- (2) Residential development occupied 2,913 acres, almost 75 percent of the total developed acres, and resulted in 14,913 additional housing units in the study area. Mixed uses contributed another 364 units for a total of 15,277 housing units.

These figures are derived from specific data on development projects identified by local agencies during the ABAG survey; much of the "single house on a single lot" activity was not quantified. The housing units reflect a net increase in the City of Alameda where a substantial number of units were demolished. In other communities, the figures primarily reflect gross units added. The greatest number of dwelling units added to any one community was the 7,711 units in Fremont. Union City had the second largest number of units with at least 1,811 units identified.

The highest residential density was recorded in Dublin, but this reflects a single, multiple family project. The San Leandro area developed at 11.5 units per acre followed by the Hayward area at 10.1 units per acre. These moderately high densities tend to reflect the development of numerous multi-family condominium and attached single family projects. Residential densities for the 1975-80 activity averaged 4.3 units per acre or less in Fremont, Livermore, and San Lorenzo-Castro Valley areas. Though San Lorenzo and Castro Valley averaged only 2.9 units per acre, densities of specific developments ranged from 1 to 47 units per acre.

TABLE 1. 1975-1980 ACRES OF DEVELOPMENT ACTIVITY IN THE STUDY AREA¹

<u>Community</u> ²	<u>Residential</u> <u>Acres</u>	<u>(Units)</u>	<u>DU/Ac</u> ³	<u>Local-</u> <u>Serving</u>	<u>Basic</u>	<u>Mixed</u> <u>Acres</u>	<u>Use</u> <u>(Units)</u>	<u>Total</u> <u>Acres</u>
Alameda City	69	(547)	7.9	71	4	0	(0)	144
San Leandro Area	121	(1,392)	11.5	8	58	0	(0)	187
San Lorenzo-Castro Valley	138	(406)	2.9	0	0	0	(0)	138
Hayward Area	118	(1,193)	10.1	9	330	19	(364)	476
Union City	295	(1,811)	6.1	12	60	0	(0)	367
Newark	101	(508)	5.0	46	39	0	(0)	186
Fremont	1,811	(7,711)	4.3	112	0	0	(0)	1,923
Dublin	9	(176)	19.6	97	50	0	(0)	156
Pleasanton Area	75	(540)	7.2	36	7	0	(0)	118
Livermore Area	176	(629)	3.6	26	0	0	(0)	202
Other Unincorporated	0	(0)	0	0	0	0	(0)	0
Study Area	2,913	(14,913)	-	417	548	19	(364)	3,897

Notes: 1. Tabulation of 1975-1980 net acreages and housing units represents the data identified specifically through the ABAG survey. These figures may not account for 100% of the activity that actually occurred.

2. See the community profiles for explanation of incorporated and unincorporated areas included within each community.

3. Where net dwelling unit change was recorded, actual residential densities may be understated.

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- (3) Almost 12 percent of the total development activity occurred as "second growth," defined as the reuse of developed land through rebuilding or conversion and the development of infill sites smaller than 5 acres in size.

As illustrated in Table 2, at least 232 infill acres and 229 acres of rebuilding or conversion activity were identified. The San Leandro area had 128 acres of this land recycling including the rebuilding of nursery sites and two public schools for residential uses. While Fremont had no specific redevelopment activity, this area did have 108 acres of development on parcels smaller than 5 acres.

- (4) Local development policies were an important factor influencing development activity, especially residential uses.

Several communities used growth management objectives and implementation programs to shape the pattern of residential development. Alameda's Measure A and Ordinance 1693 N.S. restricted the construction of high density projects. Alameda County established an "extent of urban development" line in the Castro Valley area to discourage non-contiguous urban development. Union City increased the supply of land available for residential uses, through general plan amendments and rezonings, while adopting a residential growth limit of 300 approved units per year. Fremont established a policy to preserve higher density land for multiple family development. Both Pleasanton and Livermore have 2 percent annual population growth limits and give priority to development within existing city boundaries.

2.2. Post-1980 Available Land

The type and quantity of land available for development over the 1980-2000 period varies among the eleven communities in the Alameda County study area. The following findings summarize the development opportunities and constraints:

- (1) There are at least 26,727 acres of land available for development. Of this total supply of land, over 9 percent is available for second growth activity, while at least 91 percent is associated with vacant land.

The ABAG survey identified 2,477 acres of land with infill, rebuilding, or conversion potential as illustrated in Table 2. The Hayward area has a significant amount of second growth potential with approximately 300 acres of land that consists of small parcels (less than 5 acres in size) which may or may not have been developed at some point and with 379 acres of redevelopment including the rebuilding of 129 acres of industrial land for residential uses. The unincorporated San Lorenzo-Castro Valley areas contain 816 acres of infill potential. In summary, at least 949 acres in the study area clearly involve the potential reuse of developed land through rebuilding and conversion activity.

TABLE 2. SECOND GROWTH ACTIVITY IN THE STUDY AREA

<u>Community</u> ¹	1975-1980 Activity (Acres)			Post-1980 Available Land (Acres)		
	<u>Infill</u>	<u>Rebuild or Conversion</u>	<u>Total</u>	<u>Infill</u>	<u>Rebuild or Conversion</u>	<u>Total</u>
Alameda	30	59	89	39	77	116
San Leandro Area	17	111	128	188	118	306
San Lorenzo-Castro Valley	7	0	7	816	0	816
Hayward Area	26	9	35	300	379	679
Union City	4	0	4	19	124	143
Newark	22	27	49	43	63	106
Fremont	108	0	108	93	0	93
Dublin	0	0	0	0	46	46
Pleasanton Area	9	0	9	25	139	164
Livermore Area	9	23	32	8	0	8
Other Unincorporated	0	0	0	0	0	0
Study Area	232	229	461	1,531	946	2,477

Notes: 1. See the community profiles for explanation of incorporated and unincorporated areas included within each community.

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TABLE 3. POST-1980 ACRES OF AVAILABLE LAND IN THE STUDY AREA

<u>Community</u> ¹	<u>Acres</u>	<u>Residential (Units)</u>	<u>DU/Ac</u> ²	<u>Local- Serving</u>	<u>Basic</u>	<u>Mixed Acres</u>	<u>Use (Units)</u>	<u>Total Acres</u>
Alameda	649	(4,509)	7.1	14	334	65	(830)	1,062
San Leandro Area	367	(4,796)	13.1	30	84	34	(250+)	515
San Lorenzo-Castro Valley	2,300	(9,906)	4.3	0	75	0	(0)	2,375
Hayward Area	3,142	(21,281)	6.8	85	507	NA ³	(NA)	3,734
Union City	760	(4,147)	5.5	140	182	0	(0)	1,082
Newark	290	(3,609)	12.4	331	299	0	(0)	920
Fremont	3,534	(16,292)	4.6	333	3,191	NA	(NA)	7,058
Dublin	706	(2,413)	3.4	5	66	0	(0)	777
Pleasanton Area	2,385	(9,083)	3.8	552	806	938	(0)	4,681
Livermore Area	1,943	(8,331)	4.3	43	1,632	0	(0)	3,618
Other Unincorporated	905	(1,875)	2.1	0	0	0	(0)	905
Study Area	16,981	(86,242)	-	1,533	7,176	1,037	(1,080+)	26,727

Notes: 1. See the community profiles for explanation of incorporated and unincorporated areas included within each community.

2. Where net dwelling unit change was recorded, actual residential densities may be understated.

3. "NA" means data was not available.

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- (2) The available land supply is distributed throughout the study area, but there are concentrations of specific land use opportunities in a few communities.

The type and extent of the development opportunities are illustrated in Table 3. The bay plain area from Alameda through Hayward contains 7,686 available acres. The Tri-City area has 9,060 acres, while eastern Alameda County contains 9,981 acres. Land available for basic development is concentrated in Fremont (3,191 acres) and in the Livermore area (1,632 acres). The Pleasanton area has the greatest potential for additional local-serving development (552 acres) which includes the new Stoneridge regional shopping center and office complex. Together, Fremont and the Hayward area contain 6,676 acres available for residential uses which are 25 percent of the total available land supply in the study area.

- (3) The potential for residential development includes 16,981 acres (63 percent of all available land) and at least 86,242 dwelling units, excluding mixed use activity. Including the residential opportunities associated with potential mixed use acreages, more than 87,322 housing units could be provided according to current local development policies.

The Hayward area has the greatest housing unit potential with 21,281 units identified for 3,142 acres. Fremont has 3,534 available residential acres but a lower average density (units per acre) than Hayward such that the 1980-2000 housing potential for Fremont is at least 16,292 units. The unincorporated San Lorenzo-Castro Valley area has land available for 9,906 units with most of this potential in the Castro Valley area outside the San Leandro and Hayward spheres of influence. The lowest residential densities are associated with the unincorporated/semi-rural area (2.1 units per acre), the Pleasanton area (3.8 units per acre), and Dublin (3.4 units per acre). San Leandro and Newark have the highest average residential densities, 13.1 and 12.4 units per acre, respectively.

- (4) Urban services are generally available to support much of the planned development activity, but some communities will need additional facilities to realize their growth potential.

Sewerage treatment and water services are available or will be available to serve planned development in Alameda, San Leandro, San Lorenzo, Castro Valley, Hayward, Union City, Newark, and Fremont. The Livermore-Amador Valley communities of Dublin, Pleasanton, and Livermore and the unincorporated areas may not have adequate sewage treatment facilities to serve long-term growth, depending on the capacity of sewage treatment facilities and the capacity of the effluent disposal pipeline. If package sewage treatment plants and alternatives to the export of effluent through the LAVWMA pipeline are approved by local and state agencies, then long-term constraints to growth may not materialize.

Transportation facilities are assumed to be adequate, though industrial park development will increase congestion along Highway 17 in southern Alameda County and Interstate 580 through the Livermore Valley. The completion of the Dunbarton Bridge and its link to Route 17 (Highway 84) by 1984 will improve access to the Tri-City area from San Mateo County. An extension of the BART system to Pleasanton in the mid-term and to Livermore in the long-term will improve access to this area from the bay plain and San Francisco.

3. COMMUNITY PROFILES

3.1. Introduction

The "community profiles" are summaries of the quantitative and qualitative information obtained through the ten local agency interviews and tabulated in an ABAG data file. (When combined with the existing ABAG 1975 land data base, the survey update data file will become part of a new 1980 regional land based data file.) Each city or unincorporated area is discussed according to the physical change that occurred from 1975 to 1980. The potential for future land development activity is summarized by city, by the LAFCO sphere of influence for a city, or by unincorporated area outside city spheres.

The narrative for each community includes identification of local governmental development policies and other socio-economic factors likely to have affected recent development and to affect development opportunities and constraints in the foreseeable future. Concerning the 1975-1980 period, the profiles describe the type and intensity of development that occurred, such as low density, single-family residential; major office projects; shopping centers; and industrial projects. The factors affecting this activity may include local development policies and redevelopment programs, local political climate, market conditions, and State and Federal programs. Concerning post-1980 development potential, the reports discuss the available land supply, including vacant acreages and redevelopable acreages, and local policies and programs that are likely to affect the utilization of this land supply.

The post-1980 available land supply is further defined according to short-, mid-, and long-term availability. This staging of the land supply into three time periods is done specifically for ABAG's projections/modeling purposes. The timing of development opportunities does not necessarily imply buildout estimates. Rather, it indicates the supply of land available to receive allocations of population, households, and employment in the five year projection intervals from ABAG's regional forecasts. The 1980-85 land supply is composed of committed development activity, i.e., projects recently built; approved; or, in some cases, proposed and likely to be approved. The 1985-90 available land supply includes projects or portions of projects that are planned for development during this period and other lands planned for development according to current local policies with no major service infrastructure constraints. The post-1990 land supply includes acreages generally planned for development but with a policy or serious service constraint that precludes their development prior to 1990. In some cases, large-scale projects with planned 15-year buildout schedules are also included in the post-1990 land supply. It is important to note that the available land supply may not be entirely consumed during a projection interval, and the remainder may be carried into the next five-year interval to become part of the available land supply for that forecast period.

3.2 Alameda

3.2.1. Introduction

Alameda is the second oldest city in Alameda County, since it incorporated as a charter city in 1854. Today, the city consists of an entire island and a portion of mainland (created by fill) known as Bay Farm Island adjacent to the City of Oakland. The Bay Area Spatial Information System (BASIS) estimated that Alameda has an area of 15,034 acres or 23.49 square miles of land, water, slough, and marsh areas.

The predominant existing land uses in the City of Alameda are residential, institutional, and recreational. The City's Combined Land Use Plan estimates that in 1977 the city was comprised of the following uses (Alameda 1979):

Non-Residential Land:	
Neighborhood Commercial	37 ac.
General Commercial	114 ac.
Commercial Manufacturing	36 ac.
Light Industrial	227 ac.
Heavy Industrial	298 ac.
Institutional/Private Recreation	1,888 ac.
Recreation and Parks	805 ac.
Vacant	1,130 ac.
Net Residential Land	1,806 ac.
Total Land (excluding residential streets and vacant residential)	4,535 ac.

The Alameda Naval Air Station (included in the institutional/private recreation land use category) occupies approximately 1,603 acres, and Government Island in the Estuary accounts for 67 acres. Total undeveloped land in the city includes 49 acres of publicly-owned land and 1,116 acres of privately-owned land. Of these vacant 1,165 acres, 915 acres represent privately-owned land on Bay Farm Island. The net residential acreage was calculated to contain 26,664 dwelling units for an overall net residential density of 14.8 dwelling units per acre (Alameda 1979).

The April 1, 1980 Census counted 63,852 persons in the City of Alameda. There were 60,420 persons living in 26,517 households (occupied housing units) for an average household size of 2.28 persons. Total housing units in the city were counted at 27,802 which includes 27,785 year-round units and 17 seasonal or migratory units. Of the total housing supply, vacant units accounted for 1,285 units or 4.6 percent. The State Department of Finance estimates that Alameda's total population for January 1, 1982 was 63,800.

3.2.2. 1975-80 Change

The ABAG Local Policy Survey Update identified 144 acres of development activity in Alameda over the 1975-80 period. Much of this activity

involved rebuilding of already developed areas (approximately 59 acres) and infill on small sites less than 5 acres in size (about 30 acres). Of this rebuilding and infill activity, more than 95 percent (85 acres) occurred through private sector initiative. The remaining 4 acres redeveloped through public-private cooperation. Of these 4 acres, the survey determined that at least one acre shifted from an existing residential use to local-serving (a recreation center) and about 3 acres shifted from local-serving to residential use (an elderly housing project).

The 144 acres of development activity includes 69 acres of residential land that developed with 547 net residential units for an overall average density of 7.9 dwelling units per acre.¹ Rebuilding activity on three sites (2.7 acres) resulted in more units being demolished than were rebuilt for a net loss of 32 units. Forty Section 8 modular apartments were built by the Housing Authority to house those relocated from the demolished apartments, and 65 units were constructed to house senior citizens. A net gain in residential units occurred on four other small sites--55 units built, 4 units demolished. The largest residential construction activity between 1975 and 1980 occurred on Bay Farm Island in Harbor Bay Isle--42.7 acres and 286 units in parts of Villages 1, 2, and 3.

In addition to the residential activity, 71 acres developed with local-serving uses, including 14 acres with office-type development. Much of the local-serving activity occurred on Bay Farm Island. The 37.5 acres identified in the survey for the Harbor Bay Isle project include the Harbor Bay Landing shopping center, a community information/facilities center, a recreation club, and an elementary school. Other projects on Bay Farm Island that built-out over the 1975-1980 period include a church and rectory (3.5 acres) and a golf course clubhouse and driving range (about 10 acres). The office activity is associated with the Harbor Bay Isle information center and with five office buildings in the vicinity of Webster Street near the Tube.

The 4 acres of basic activity estimated by ABAG involve two sites. On one site, two existing warehouses were rebuilt; and on the other site, existing structures were rebuilt with new storage, office, and bulkhead facilities (Smith Rice Co.).

The major factor influencing development activity in Alameda was the passage of Measure A by the city's voters in April 1973 which restricted the construction of multiple family units except to replace existing low-cost and senior citizen residential projects. Measure A was a response to a long-term trend in land use (1960-1974) wherein more intense land uses--including industrial, commercial, and multiple family residential--moved into established single-family neighborhoods. Many multi-family structures were constructed on small, narrow lots (i.e., less than 50 feet wide); and the narrow 50 foot wide residential streets became increasingly congested (Alameda 1979). The Combined Land Use Plan defines Measure A as follows:

¹Since "dwelling units per acre" was calculated using net dwelling units, it is understated as a measure of actual residential density.

Measure A has two components: (1) The Charter amendment, which is the statement that was on the ballot, and passed by Alameda voters in April 1973; and (2) Ordinance 1693 N.S. passed by City Council on June 1, 1973, which defined multi-family units and established the way Measure A would be applied. The Charter amendment states:

"There shall be no multiple dwelling units built in the City of Alameda...exception being the Alameda Housing Authority replacement of existing low-cost housing units and the proposed Senior Citizen low-cost housing complex, pursuant to Article XXV, Charter of the City of Alameda, June 1, 1973."

Ordinance 1693 N.S. allows for multi-family structures (existing prior to passage of Measure A) to be rebuilt if destroyed by accident either as they were or subject to present zoning requirements. This ordinance does not permit "as is" replacement of multiples that are purposely demolished. Neither the ordinance nor Measure A changed the city's zoning, and neither directly addressed the conversion of existing houses into multiples. (p.39)

The ABAG survey noted that several single-family units and some multiples were demolished during the 1975-1980 period and that these were replaced by one or more duplexes on the site. Thus, Measure A and Ordinance 1693 N.S. have had a measurable impact on recent residential development activity.

3.2.3. Post-1980 Available Land

The Local Policy Survey Update identified 1,062 gross acres in the City of Alameda with post-1980 development potential for residential, local-serving, basic, and mixed uses. Of this land supply, approximately 946 acres (or 89 percent) are vacant land, and 116 acres represent redevelopable land. The redevelopable land supply includes 39 acres of infill, 10 acres of rebuilding, and 67 acres of conversion potential. Almost 87 percent of this redevelopment potential is assumed to be private sector activity. An estimated 12 acres may shift from local-serving and 46 acres from basic to other uses. The following paragraphs describe the types of available land in more detail.

Residential: 649 acres

This total acreage available exclusively for residential development includes 639 acres with an identified potential of 4,509 dwelling units for an average of 7.1 net dwelling units per gross acre. The remaining 10 acres are associated with a site north of the NAS with very limited development potential. This site is constrained by a lack of available utilities and the high cost of extending utilities (which would have to

circumvent the NAS). The dwelling unit potential for this site was not identified, and ABAG assumed it would not be available for residential use until after 1990. (The residential potential associated with mixed use projects is not included in these land and unit figures.)

More than 71 percent of the 639 acres and almost 64 percent of the identified units are part of the Harbor Bay Isle project, a planned community of 3,200 housing units on Bay Farm Island. Villages 1, 2, and 3 are to be completed by 1985 or 255 acres and 1,551 units between 1980 and 1985. Villages 4 and 5 are assumed for construction over the 1985-1990 period--202 acres and 1,363 potential units. Other Bay Farm Island projects include Silva Farms (17.9 acres approved for 166 condos), Victorian Village (4.9 acres approved for 56 townhouses), and Ratto Farms (16.2 acres, 138 units proposed).

The Alameda Housing Authority has one proposed and three approved Section 8/assisted rental housing projects for a total of 17.2 acres and 267 net units (317 gross units). The Parrot Village project is adding 50 units to a site where 100 units were demolished.

In summary, about 53 percent of the total 649 acres (or 346 acres) are either approved or likely to be approved residential projects and, therefore, are assumed to comprise the available land supply 1980-85. The 293 acres with an assumed availability 1985-90 include other land available for development according to local policies and land in approved projects, such as Harbor Bay Isle, that are being phased by the developer beyond 1985. In addition to Villages 4 and 5 at Harbor Bay Isle, the Alameda Marina Village project on the main Island has 77.4 acres and 500 units phased for 1985-90. Approximately 13 acres with a maximum potential of 219 units (16.7 units/acre), comprise the remaining 1985-90 potential not associated with specific projects. The 10 acres with limited potential comprise the post-1990 land supply.

Local-Serving: 14 Acres

This acreage includes 2 acres to be developed 1980-85 with a synagogue and 12 acres assumed for 1985-90 commercial uses. Of the 12 acres, 4.4 acres are planned for commercial/retail activity at Alameda Marina Village and the remaining 8 acres are generally available according to the city's land use plan. Other local-serving activity is to be associated with mixed use projects. Commercial development on Bay Farm Island is limited to seven stories in height.

Basic: 334 Acres

The basic land available is located on two sites. The 314 vacant acres at Harbor Bay Isle Village 5 are planned for light industrial with potential for development as a business

park including offices. The 20 acre Pacific Coast Engineering site is potentially redevelopable for other heavy industrial uses when the present occupants relocate. The entire 334 acres are assumed to be available 1985-90, though the business park cannot develop until Harbor Bay Parkway is constructed.

Mixed Use: 65 Acres

Most of the mixed use potential, 46 acres, is attributed to the proposed Alameda Marina Village project of 156 land acres and 50 acres of water, including both vacant and reusable land. Parcel A (25.3 gross acres) involves the conversion of the historic Bethlehem Steel building into retail, office, and residential uses including 200 dwelling units for the elderly. Parcel D (7.3 gross acres) is to combine office and retail uses with 120 proposed housing units by converting a concrete warehouse. Parcel B is planned for the conversion of ship "head houses" to commercial uses with the construction of 180 new dwelling units. Parcels A and D are assumed to be part of the 1980-85 available land supply and Parcel B the 1985-90 available land supply.

Other mixed use land available 1985-90 consists of two sites: an 11.5 acre parcel adjacent to Ballena Bay and a 7.7 acre site owned by the City which is located adjacent to the municipal golf course on Bay Farm Island. City staff indicated that this site has potential for a mix of low-income residential or institutional with commercial uses; ABAG staff assumed a development potential of 130 residential units. The Ballena Bay site is planned for mixed use (0 - 17.5 du/g ac), and a maximum potential of 200 units was assumed.

In summary, the potential for mixed use in Alameda includes 830 residential units in combination with retail, commercial, recreational, and other local-serving activities.

Sewerage and water services are provided by the East Bay Municipal Utilities District (EBMUD), and the district is committed to providing facilities adequate to handle the increased sewage flows from Harbor Bay Isle or other developments.

The most significant environmental constraint to development is the impact of airport noise from the Metropolitan Oakland International Airport which is located to the south and east of the Alameda portion of Bay Farm Island. Most of Bay Farm Island has CNEL (Community Noise Evaluation Level) measurements within the 60-75 dB (decibel) range. Between the small area with a CNEL greater than 75 dB and the 70 CNEL line at Catalina Avenue, the City's policy is that industrial, manufacturing, office, and agricultural uses are conditionally acceptable. This is the 314 acre area with the planned light industry/business park by Harbor Bay Isle. In the area with a CNEL range of 65-70 dB, the existing residential uses may remain but the City's Noise Element states that residential uses are normally unacceptable and should be discouraged in Village V until CNEL levels

fall below 65 dB or until the Noise Element standards are amended. However, the City/Port/HBI Settlement Agreement of July 1976 provided the Port of Oakland with an option to purchase a noise easement over Village V. Upon the exercise of the Port's option, the residential land in Village V would become available for development. The City's specific policies concerning noise and residential areas within Bay Farm Island including the following (Alameda, 1979):

- o "Village V should be designated as Single-Family.
- o "No residential development should be allowed within the proposed area of Village V where CNEL levels exceed 70 dB.
- o "Because of the crucial impacts of noise levels on land use planning, all Harbor Bay Isle residential construction should satisfy state and local noise insulation standards as a minimum and should strive, through attention to developments in sound insulation technology, to maximize the protection of future residents from impacts of aircraft-related noise; interior noise levels should be limited to 45 dB on all units.
- o "The number of dwelling units for the portion of Bay Farm Island commonly referred to as Harbor Bay Isle shall not exceed 3,200.
- o "The land used for agriculture south of Oleander and east of the Garden Isle townhouses should be designated Single-Family with a delayed development overlay, pending a compliance with City noise standards and policies, and requiring conformance with airport safety zone requirements.
- o "The land currently used for agriculture westerly of the Casitas townhouses and currently zoned R-1-PD should be designated as Single-Family with a delayed development overlay, pending compliance with City noise standards and policies. Cluster housing would be relatively compatible with the surrounding development.
- o "The vacant 0.94 acre site at the end of Magnolia Drive should be designated as Single-Family. Any developments must conform to the applicable standards of the City's Noise Element and Safety Element.
- o "The current R-1 districts in the Highlands should remain Single-Family. Parcels with CNEL levels in excess of 65 dB should have a delayed development overlay, pending compliance with City noise standards and policies.
- o "The current R-2 districts in the Highlands should be designated Special Single-Family so as to establish a basis for downzoning mixed single-family and apartment areas to single-family." (pp. 192-193)

This last policy statement illustrates the effect of Measure A and Ordinance 1693 N.S. on future residential development in the City of Alameda. The Harbor Bay Isle project was scaled down (from 10,000 units proposed in 1972) by the developers to hold to the Measure A limitations. The City has adopted three residential land use classifications: single-family, special single-family, and special multi-family. In summary, replacement of multi-family units and development on vacant lots is limited to 2,500 square feet of building site area per dwelling unit in "special single family" areas. This means a lot of at least 5,000-7,000 square feet would be needed to build a duplex. In "special multi-family" areas, a minimum of 2,000 square feet of building site area per unit is required in permitting existing multi-family complexes to rebuild. The permitted densities for rebuilt areas would be 21.75 units per net acre or 17.5 units per gross acre, and in no case could more units be built than previously existed. Other regulations concerning open space, setback, lot coverage, landscaping, and parking could reduce these densities further. (Alameda 1979)

Another factor affecting future development is the high cost of construction. The developers of the Alameda Marina Village and Harbor Bay Isle projects are redesigning their current proposals to reduce the size of the units in order to bring their prices down. Since Measure A requires duplex construction, opportunities to maximize economies of scale are somewhat limited.

3.3. San Leandro Area

3.3.1. Introduction

The San Leandro area is defined as the area within the City of San Leandro's sphere of influence as established by the Alameda County Local Agency Formation Commission on March 26, 1978. This includes the City, the unincorporated community of Ashland, and portions of 1980 census tracts 4329, 4330, and 4305 that are unincorporated.

San Leandro is located south of the City of Oakland and north of the City of Hayward and the unincorporated place of San Lorenzo. A charter city, San Leandro incorporated on March 21, 1872. The approximate area within San Leandro's sphere is 10,012 acres or 15.6 square miles (BASIS 1979). Predominant land uses in the city are residential and industrial. The unincorporated community of Ashland is primarily residential.

In summary, the entire San Leandro area contains approximately 82,441 persons and 36,261 dwelling units. Almost 78 percent of the area's population resides in the incorporated area. The April 1, 1980 Census counted 63,952 persons and 28,086 housing units in the City of San Leandro. The household population was 63,608. With 27,204 households, the average household size in 1980 was 2.34 persons. Of the total number of housing units, 3.1 percent were vacant. Ashland, a census designated place (CDP), had 6,210 housing units and a total population of 13,893. Of these, 13,574 lived in 5,968 households for an average household size of 2.27 persons. Tract 4329 contains Alameda County Juvenile Hall and Fairmont Hospital with a group quarters population of

431; three persons live in one household, the only housing unit in the tract. The unincorporated portion of tract 4330 does not have any population or housing. Tract 4305 is in the Castro Valley CDP, but most of it is included in San Leandro's sphere. It contains 4,522 persons and 1,964 housing units.

3.3.2. 1975-80 Change

In the City of San Leandro, 184 acres of development activity were identified -- 118 residential acres, 8 local-serving acres, and 58 basic acres. San Leandro is a substantially developed community, and almost 69 percent of this growth (125 acres) occurred as redevelopment activity. More specifically, the city experienced 111 acres of rebuilding, primarily the removal of nurseries and their replacement with residential uses by the private sector. Two public schools closed (23 acres) and were replaced by 149 housing units. The Singer-Friden plant on 19 acres was replaced with 190 townhouses. Other "second growth" activity involved 14 acres of private infill projects, mostly residential condominiums and townhouses.

Residential development in the City of San Leandro over the 1975-80 period amounted to 64 percent of the city's total activity over the 5-year period. The ABAG survey tabulated 1,356 dwelling units on 118 acres for an average density 11.5 dwelling units per acre. Almost 400 units were rentals that involved some public assistance or subsidy such as the Eden Lodge project of 143 units for the elderly on a 3.3 acre site. The private developments included single-family detached, townhouse, and multi-family condominium projects for a total of 959 units. City staff reported that another 75-80 units in small projects (i.e., less than 10 units) projects also built out between 1975 and 1980, but these were not associated with specific sites or acreages.

The 8 acres of local-serving activity in the city is composed of two retail commercial projects: 6 acres for a K-MART and 2 acres of expansion activity at the Bayfair Shopping Center.

Basic or industrial activity occurred on at least 58 acres. The Oakland Scavenger Company's solid waste transfer station involved approximately 40 acres. Miniwarehouses were constructed on 8 acres, and another 10 acres were occupied in part by the Underground Construction Company.

In the unincorporated community of Ashland, a 2.3 acre project of 28 residential units developed during the 1975-80 period. In tract 4305, 8 rental units were built on 0.4 acres.

A petition, to have Ashland annexed to San Leandro, was circulated during the late 1970s; but this annexation did not occur and is still uncertain due to fiscal reasons. The Ashland area is almost entirely residential, and in this post-Proposition 13 era, the area may not generate enough revenues through property and other taxes to pay the costs of providing municipal services.

The other factor cited by City staff as affecting the 1975-80 development pattern was strong market demand. Sites that were

underutilized developed as a result of favorable market conditions. The City's adopted land use policy regarding the nurseries is that they are to develop residentially or with local-serving uses (San Leandro 1975), and several did.

3.3.3. Post-1980 Available Land

The Local Policy Survey Update identified 515 acres of available land for the 1980-2000 period. This total does not include the Jeras-Citation property for which the City is in the process of revising its General Plan from industrial to some combination of residential, local-serving, and open-space uses.² Of the 515 acres of residential, local-serving, basic, and mixed use potential, 306 acres (59 percent) are redevelopable. This "second growth" potential includes many small infill sites totalling to 188 acres, 81 acres of rebuilding, and 37 acres of conversion potential. Most of this land supply is likely to be reused by the private sector, but at least 26 acres will involve the public sector. Land use shifts from local-serving (14 acres) and from basic (77 acres) uses to other uses, mostly residential and mixed are part of the redevelopment process identified by the survey.

The supply of land available for development according to the city and county policies in the San Leandro sphere of influence is described as follows:

Residential: 367 acres

The ABAG survey identified 367 gross acres with potential for approximately 4,796 units and an overall density of 13.1 dwelling units per acre. About 50 acres and 690 units are associated with the redevelopment of four nurseries in the City of San Leandro. The closure of two schools - Lincoln and Fairmont - account for additional redevelopment potential. The Pacific Plaza condominium project of 163 units on 2.2 acres at the Lincoln site was built in 1981. The Fairmont school site in the unincorporated area has been developed with 49 units on 5.6 acres.

Almost 1,800 potential units are located within the present city limits. In addition to the reuse of the nursery sites, major residential projects include 286 units on 19.8 acres near the San Leandro Marina and the potential redevelopment of the City's former corporation yard (4.5 acres, 225 units).

² The Citation Shoreline property will be included in the ABAG land data base when more specific information becomes available from the City of San Leandro.

In the unincorporated areas mostly within San Leandro's sphere of influence are an additional 2,965 units and 276 acres of development potential, much of it as infill on small sites. In census tract 4329, City staff noted that the rock quarry's permit was due to expire in 1988 and that the area bounded by Lake Chabot Road, Fairmont Drive, and the city boundaries might become developable. While the existing San Leandro General Plan shows this area as open space, this Plan is currently under revision. The Chabot site would need service extensions and has geologic problems. The remaining census tracts have the following post-1980 residential potential according to the County Planning Department's 1978 estimates updated by ABAG to 1980:

<u>Census Tract</u>	<u>Acres</u>	<u>Units</u>
4330	6	49
4337	6	78
4338	9	140
4339	26	648
4340	44	708
4305	65	622

The 367 gross residential acres in the San Leandro area are assumed to have the following availability: 83 acres, 1980-85; 164 acres, 1985-90; and 120 acres for post-1990. The 83 acres are comprised of projects completed after April 1980 and approved projects not yet constructed. The 164 acres of residential potential include infill and other vacant lands that are developable according to present policies. The 120 acres with low development potential are the rock quarry area which will need to be annexed to the city, reclaimed, and provided with services when its quarry permit expires.

Local-Serving: 30 acres

The local-serving development potential includes commercial redevelopment in the city's downtown area (8 acres of infill activity), the Sutter Hill office project (4 acres), the Fairmont Square retail center (7 acres), a motel and restaurant at the San Leandro Marina (1 acre), and the City's new corporation yard (10 acres). The 30 acres are assumed to be available 1980-85.

Basic: 84 acres

The 84 acres are comprised of eleven sites, including 8.5 acres with a warehouse and office project, 24 vacant acres on two sites adjacent to the Southern Pacific Railroad tracks, the Ohio Medical Gas Facility on 4 acres, and 14 acres next to the Oakland Scavenger transfer station. The remaining sites are potentially available for other industrial uses such as warehousing and light manufacturing. Forty acres with specific projects proposed are assumed to be available

1980-85. The remaining 44 acres are assumed to be available for development or redevelopment with more intensive basic uses after 1990.

Mixed Use: 34 acres

The potential for mixed residential and local-serving uses on the same site summarizes to 34 acres and at least 250 dwelling units. Much of this potential is associated with the former Caterpillar Tractor Company site -- 27 acres and an unknown number of housing units. The remaining 7 acres is the former drive-in movie site near the Bayfair Shopping Center which was identified as having potential for mixed multi-family residential (250 units) and commercial. All of this land is assumed to be part of the available land supply 1985-90.

Urban services are generally available to serve future development. Sewerage services are provided by the City of San Leandro (for part of the city) and by the Oro Loma Sanitary District (for a portion of the city and all of Ashland). The San Leandro plant has a design capacity of 7.6 mgd with an average 1980 day weather flow of 4.56 mgd. Oro Loma's plant has an average 1980 day weather flow of 11.5 mgd and a design capacity of 20 mgd. Water service is provided by the East Bay Municipal Utility District. Even though services are available, the City will be closely scrutinizing major development proposals for their fiscal impacts on the city. Projects are expected to pay-their-own-way in terms of city services and capital costs.

The development of the Citation Shoreline property will be regulated by not only the City of San Leandro but also by the Army Corps of Engineers, the State Department of Fish and Game, and the State Lands Commission.

The City is issuing SB99 and other mortgage revenue bonds to promote housing development in the city. In addition to the school sites previously described, other sites, such as the Ashland school, may become available for residential development.

3.4. San Lorenzo-Castro Valley Area

3.4.1. Introduction

The San Lorenzo-Castro Valley area is defined as the unincorporated places of San Lorenzo and Castro Valley excluding census tract 4305 (in the Castro Valley census designated place) which is mostly within the City of San Leandro's sphere of influence. San Lorenzo Village, managed by the San Lorenzo Homeowners' Association, developed between 1948 and 1955 and today is almost entirely composed of single-family detached housing units. Castro Valley was an agricultural community from the 1880s until the 1940s when residential subdivisions developed. The community is now a mixture of primarily single family with some multiple family residential and commercial development. The area to the north of Castro Valley is predominantly open space. (Alameda County 1980)

San Lorenzo's total population in the 1980 Census was 20,545, all of whom lived in 7,265 households. Average household size was 2.83 persons per household. The 1980 Census counted 7,341 housing units including 7,337 year-round units. Excluding census tract 4305 and small portions of tracts 4352, 4353, and 4355 (in Hayward's LAFCO sphere), the remainder of Castro Valley had a 1980 Census count of 38,946 persons and 15,558 housing units. Average household size is 2.53 based on 38,438 persons living in 15,177 households. Thus, this entire unincorporated area outside of the neighboring cities' spheres of influence is estimated to have 22,899 housing units and has a total population of 59,488.

3.4.2. 1975-80 Change

The Local Policy Survey Update identified 138 net acres of development activity in the San Lorenzo-Castro Valley area outside of city LAFCO spheres. This residential acreage developed with 406 housing units for an average density of 2.9 units per acre. No local-serving, basic, or mixed use activity was identified.

Most of the residential activity occurred in the Castro Valley area - 135 acres and 311 units including the Briarridge project of approximately 84 net acres (98.8 gross acres) and 239 dwelling units. The first phase of the 537 acre Columbia project also built out over the 1975-80 period with 50 units on 49.4 acres. And 22 units were constructed on a 1.9 acre site. The only activity identified in San Lorenzo was a 2 acre, 95 unit Section 8 rental project located in census tract 4359.

The Alameda County Board of Supervisors adopted a general plan for the Castro Valley community on August 8, 1978. Policies regarding the extent of development call for urban development to occur within the designated Castro Valley urban area which includes that area generally bounded by the limits of existing urban development and by the limits of sites which had received development approval from the county. Lands outside the urban area are to be zoned for open space uses, and much of this area is zoned for agriculture with 1 dwelling unit per 100 acres permitted. (Alameda County 1978)

The major factor identified by County staff as having influenced residential activity in this area is market demand. The development activity occurred within the designated Castro Valley urban area.

3.4.3. Post-1980 Available Land

The 2,375 acres with development potential in the San Lorenzo-Castro Valley area reflect an approximation of information provided by the county at the census tract level, since the San Leandro and Hayward LAFCO spheres of influence do not follow census tract boundaries (especially in the San Lorenzo area). Assuming tract 4357's infill potential to be in San Lorenzo and all of tract 4361's infill potential is outside Hayward's sphere, the San Lorenzo area has a limited supply of residential land available for development - 22 acres with a potential for 144 units. In contrast, the Castro Valley area (excluding tract 4305) was identified as having 2,278 acres available for 9,762

dwelling units. Therefore, this entire unincorporated area has 2,300 acres available for 9,906 units or 4.3 dwelling units per gross acre. No acreage with local-serving or mixed use potential was identified. However, approximately 75 acres associated with the Fluor industrial property in San Lorenzo was assumed to have basic development potential.

The 2,300 acres with residential potential include three large projects that have been approved for development in the Castro Valley urban area. The Columbia project involves 530 units on 537 acres. The Slater project was approved for 162 units on 80 acres. Jensen Ranch is to include 1,200 units on an 870 acre site, and site improvements for the first phase are under construction. Some of the potential acreage, 816 acres or about 35 percent, is associated with infill development of small sites.

The approved projects (excluding part of Jensen Ranch) comprise 890 acres which are assumed to comprise the 1980-85 available land supply. The remaining 1,400 acres are assumed to be available 1985-90, including two-thirds of Jensen Ranch. None of the acreage was identified as having urban service constraints that would delay land availability beyond 1990. The Oro Loma Sanitary District has adequate capacity to treat wastewater from future development, and the East Bay Municipal Utility District provides water service. The Jensen Ranch project has formed an assessment district to finance improvements.

Alameda County revised its General Plan for the Eden Planning Area, which includes San Lorenzo and Castro Valley, on January 13, 1981. Policies for the entire unincorporated area are an extension of the land use policies adopted for Castro Valley in 1978. New urban development is to be located within the existing urban area and on sites adjoining the urban area for which development approval has been granted by the county. However, this policy is qualified to permit exceptions if compelling social, economic, and/or environmental objectives need to be met and where no alternative locations are acceptable. The General Plan also requires that new development be provided with adequate basic urban services which are normally to be provided by existing public service agencies (Alameda County 1981b). The fiscal constraints imposed on local government by Propositions 13 and 8 have led to the Board of Supervisors adopting service policies that generally require projects to "pay-their-own-way." The establishment of county service areas, which are a type of assessment district, are presently a permissible mechanism for providing services to large-scale projects in unincorporated areas outside existing service agency boundaries.

3.5. Hayward Area

3.5.1. Introduction

The Hayward area is defined as the land within the City of Hayward and the unincorporated area within the City's LAFCO sphere of influence (adopted March 26, 1978). The unincorporated area within Hayward's sphere includes the communities of Hayward Acres, Cherryland, Mount Eden, La Vista, and Fairview and a portion of census tract 4361 in San Lorenzo. Hayward incorporated on March 11, 1876 and is a charter city.

The City of Hayward is comprised of more than 18,156 acres. The City's 1979 land use estimates show that 10,290 acres (56.7 percent) are developed and 3,892 acres (21.4 percent) are vacant. Land uses are summarized as follows (Hayward 1982):

	<u>Acres</u>	<u>% of Total</u>
Developed land:		
Residential	5,677	31.3
Industrial	2,447	13.5
Public Facilities	1,229	6.8
Commercial	937	5.2
Subtotal	10,290	56.7
Undeveloped land:		
Commercial/Residential	11	0.1
Utilities	507	2.8
Parks	3,456	19.0
Vacant	3,892	21.4
Subtotal	7,866	43.3
Total acreage	18,156	100.0

Residential uses occupy the largest land area, while vacant land not committed to parks and utilities and mixed uses comprises the second largest area as of 1979.

Much of the unincorporated area within Hayward's sphere is substantially developed. Cherryland is primarily a mixed single and multiple family residential community, portions of which were first subdivided in the 1870s, with limited industrial and commercial uses. Hayward Acres also contains a mix of residential (singles and multiples) with strip commercial and some industrial uses. Mount Eden is composed of low-density residential uses due to a lack of many basic urban services including sewers; industrial uses front on Clawiter, Dunn, and Depot Roads. La Vista is characterized by large lot, single family residential uses that also lack basic urban services. Both Mount Eden and La Vista are unincorporated islands. The Fairview area is a 4.0 square mile area on the northeastern edge of the city. Existing development is predominantly low-density residential with new townhouse developments (post-1972) and several large parcels of vacant land.

Total population in the Hayward area is estimated at 116,783 according to the 1980 Census. The City of Hayward's population was 94,167 with 92,709 persons living in 34,600 households. The unincorporated area's population is approximated, since sphere boundaries do not coincide with census tracts, at 22,616 total persons with a household population of 21,736. Total number of unincorporated households is 8,648. The City of Hayward had 35,870 total housing units, and the unincorporated area had 8,939 units for an areawide total of 44,809.

3.5.2. 1975-80 Change

Between April 1975 and April 1980, the City of Hayward annexed 198 acres within its sphere. (The growth attributable to these 11 annexations is not reflected in ABAG's tabulation of development activity over the 1975-80 period.) The City estimates that 2,758 housing units were constructed, 43 percent single family and 57 percent multiple family. The City also estimates that 507 commercial and industrial structures were completed.

The ABAG Local Policy Survey Update identified at least 476 net acres of development activity in Hayward's sphere of influence. Of this identified acreage, 96 percent occurred within city limits. Only 7 percent (35 acres) of the total acreage was identified as "second growth" or redevelopment, this estimate includes 26 acres of infill and 9 acres of rebuilding.

Almost 25 percent of the 1975-80 activity was exclusively residential. Approximately 118 acres developed with 1,193 dwelling units for an average density of 10.1 units per acre. In the unincorporated area, almost all of the identified activity occurred in the Fairview area - 16.6 acres and 177 dwelling units. In the City of Hayward, 100 acres developed with 1,009 units. One of the largest projects was a mobile home park of 53 acres and 415 units. The Mesa Verde condominium project built approximately 353 units on 24 acres during the 1975-80 period. The remaining residential development activity was predominantly multi-family condominium development on small infill sites, for example, the Vista del Playa project of 38 units on a 2.5 acre site.

In addition to the exclusively residential activity, residential development also occurred in mixed use projects in the city. The ABAG survey tabulated 19 acres of mixed use development including 364 dwelling units. The City Center project combined commercial with 309 rental apartments on approximately 16 acres. Mission Oaks combined 55 condominiums with 12,000 square feet of commercial on a 3 acre site (where two single family homes had previously existed).

Thus, the ABAG survey tabulated 1,373 housing units, almost 50 percent of the total units constructed in the city during the five-year period.

The remaining 339 acres of development activity also occurred in Hayward. Approximately 9 acres of local-serving activity were identified, including 3 acres with office development and commercial projects in the City's downtown redevelopment area. The 330 acres of basic development includes an estimate of 216 acres in the Crocker South Industrial Park and 114 acres of industrial development off Depot Road.

The 1975-80 period in the Hayward area is characterized by the filling in of underutilized or vacant sites. Both city and county policies permit medium density residential development, though there has been some neighborhood opposition to condominium and townhouse projects. For example, Fairview area residents requested a moratorium on development of townhouse condominium projects due to several such proposals in 1977; however, the moratorium was not approved.

3.5.3. Post-1980 Available Land

The ABAG survey identified at least 3,734 gross acres in Hayward's sphere of influence with potential for development during the 1980-2000 period. This estimate is based on (a) the Alameda County Planning Department's census tract summaries of infill potential as well as on specific project data, and (b) the Hayward City Planning Department's information on specific development projects, other vacant and redevelopable land within existing city limits, adopted City General Plan policies for the Walpert Ridge area (within the City's sphere), and potential reuse of the Route 238 right-of-way.

In summary, 82 percent of the development potential in the Hayward area is clearly associated with vacant land; and almost 18 percent (679 acres) is anticipated to develop as "second growth." Infill potential accounts for 300 acres, rebuilding is anticipated for another 300 acres, and 79 acres have conversion potential. A large amount of the rebuilding potential, 129 acres, involves the redevelopment of industrial lands for residential uses. The available land supply is more specifically described as follows:

Residential: 3,142 acres

The 3,142 acres to be devoted exclusively to residential uses were identified as potentially accommodating 21,281 housing units for an average density of 6.8 units per acre. In the unincorporated Fairview area, 550 acres with a potential for 2,010 units were identified. The Hunt cannery has a redevelopment potential for its 20 acres of 10 units per acre or 200 units. Scattered infill potential in the unincorporated but urbanized area accounts for about 240 acres and 3,390 units. The Walpert Ridge area has the potential for 1,800 units on 945 acres, according to the City's adopted General Plan policies. Within the Hayward city limits, some of the most significant residential potential is associated with the redevelopment of industrial areas (presently occupied by the food processing industry) with high density residential uses; a 97 acre area was rezoned to "Central City Residential" and could accommodate as many as 2,910 units. A 127 acre existing golf course was identified as potentially accommodating 2,540 units. An 18 acre site adjacent to BART, formerly state-owned right-of-way, has a development potential of 630 units. The Route 238 redevelopment area, presently under study, has been identified as having a preliminary development potential of 96.3 acres and 1,583 units (within Hayward's sphere of influence).

Local-Serving: 85 acres

The local-serving potential is primarily associated with numerous commercial infill sites in the city, 27 acres with office projects or potential for office activity; and 20 acres on Walpert Ridge.

Basic: 507 acres

The basic development potential includes 160 acres owned by the Crocker Land Company, 65 acres occupied by Ameron but in the process of being subdivided for industrial redevelopment, and 195 acres owned by Fluor and proposed for industrial subdivision.

While the potential for mixed uses, primarily residential and local-serving, was not quantified through the ABAG survey, it should be mentioned that current City policies and existing zoning districts can accommodate such projects (as evidenced by 1975-80 activity). The direction of the City's general planning program is to strive for land use compatibility and excellence in site planning. The County also permits mixed residential/commercial uses.

Of the 3,734 available acres in the Hayward area, 21 percent is associated with specific proposals that have been built, approved, or are likely to be approved in the near future and, therefore, are assumed to be developable over the 1980-85 period. As much as 74 percent of the identified land supply is assumed to become available in the 1985-90 period, including estimates of infill and areas with development potential generally consistent with current policies. The 4 percent of the land supply that is assumed not to be available until after 1990 reflects urban service constraints wherein there is no commitment at present to solve service provision problems on specific sites.

The City of Hayward provides sewage treatment to customers within its boundaries. The existing plant has adequate capacity to handle additional growth. Since the closing of the Hunt cannery, 6 million gallons per day of treatment plant capacity has become available. Some of the unincorporated islands are presently not served by public sewers and will have to annex to the city in order to develop further. Much of the unincorporated area is within the Oro Loma Sanitary District. Water services are available from the East Bay Municipal Utility District or from the City of Hayward. The County Road Department is responsible for road maintenance and improvements in the unincorporated area except where private streets have been developed.

The City of Hayward's development policies include encouragement of medium-high density housing in the urbanized area, including residential uses in the downtown redevelopment area, near BART, and on surplus CALTRANS property. The City's 1975 Redevelopment Plan calls for a mixture of commercial and residential development in the downtown area. As the canneries relocate their plants out of Hayward, the City is rezoning these industrial areas for high density residential (up to 30 units per acre). The City and the County are in the process of studying the feasibility of using excess CALTRANS property in the Route 238 corridor for housing. Within the Walpert Ridge area of 2,700 acres, the owners of three agricultural preserves have requested cancellation of their Williamson Act contracts. The Hayward General Policies Plan permits 1,600 to 1,800 housing units within those portions of the Walpert Ridge area designated for development.

The Alameda County Board of Supervisors adopted the Fairview Area Specific Plan on December 23, 1980 which defines the extent of the Fairview urban area, i.e., the boundary between agricultural and residential zoning. It allows for conventional single family development with lots ranging from 5,000 to 10,000 square feet and for townhouse-condominium development at densities of 0.01 to 7 units per gross acre through planned unit development. County policy is to permit a range of residential densities in the other urbanized unincorporated areas and to permit new medium and high density residential within some areas of comparison, customer intensive, and office commercial use if the residential uses are an integrated part of a multi-use or mixed use project (Alameda County 1981b).

3.6. Union City Area

3.6.1. Introduction

The Union City area is composed of the City of Union City and unincorporated territory within its LAFCO sphere of influence, adopted March 26, 1978. Union City incorporated as a general law city on January 26, 1959 and included the developed communities of Alvarado and Decoto.

The City of Union City's sphere of influence contains more than 11,600 acres of developed and undeveloped land. The City originally planned for a high proportion of industry or manufacturing uses and had approximately 664 acres of developed industrial land and 798 acres of vacant, industrially zoned land (out of 9,217 acres) as of June 1977. This industrially zoned land represented 15.8 percent of all the land in the city. In June 1977, the percentages of Union City land designated in several zoning categories were as follows (Reimer 1980):

	<u>Percent</u>
Industrial	15.8
Commercial	2.7
Residential	22.3
Agriculture	57.2
Parks and Open Space	0.95
Church and Schools	0.05
Public Schools	1.05
	<u>100.00</u>

The City of Union City had an April 1980 population of 39,406. Persons living in households were counted in the census as 39,085. With 11,925 occupied housing units, average household size was 3.28 persons per household. Total housing units in Union City were 12,333, and 3.3 percent were vacant.

3.6.2 1975-80 Change

In this period, Union City annexed two areas: approximately 295 acres in the Lowry Road study area on the North Plains (December 1978) and the Decoto Fire District area of approximately 1,800 acres of substantially undeveloped land (including parks) northeast of Mission Blvd. in the hills. The entire Lowry Road area was transferred to Union City's

sphere of influence from the City of Fremont's sphere in the fall of 1978 because the Alameda County LAFCO determined that Union City could more efficiently serve development north of the Alameda Creek Flood Control Channel (Blayney 1979).

Between January 1, 1975 and January 1, 1980, the City estimates that total housing units increased by 2,455 units (26 percent), from 9,432 to 11,887. Mobile homes increased by 43 percent or 275 units. Single family homes increased by 1,946 units, more than 70 percent; and multiples increased by only 234 units or 13 percent over the five-year period.

The ABAG Local Policy Survey Update identified 367 acres of development activity in Union City. Except for 4 acres of infill activity, the remaining activity was estimated to have occurred on vacant sites of 5 or more acres in size. In all, 20 sites were identified as having developed with residential uses for a total of 295 acres and 1,811 housing units. Overall average density of this development activity was 6.1 dwelling units per acre. The ABAG survey identified 12 acres of local-serving activity in Union City, specifically the site of the new city hall. Basic activity totalled to 60 acres. This figure includes 25 acres in the Central Bay Industrial Park, 5 acres associated with a cement plant, and an estimated 30 acres for a newspaper publishing facility.

During the 1975-1980 period, the City was concerned with a shortage of undeveloped residential lands within the city and a balance of land uses at its ultimate buildout. A June 1977 zoning inventory indicated an imbalance between planned land use and actual development trends. Union City's 1975 Amendment to the General Plan along with subsequent general plan amendments and rezonings have increased the supply of land designated for residential uses. For example, portions of the Holly Sugar site were rezoned from industrial to residential. The Lowry Road annexation added 267 acres to Union City's residential land supply.

A growth management plan was adopted by the voters in 1979 to limit residential growth to a maximum of 300 approved dwelling units per year. This plan was a response to rapid growth in the early 1970s (annual average of 1,102 units for 1970-75) and annual averages ranging from 276 to 668 units during the 1975-80 period. The City Council adopted the "Residential Permit Reserve System" in September 1980; and this ordinance's objective is to establish regulation over the quality, distribution, and rate of growth of the city.

3.6.3. Post-1980 Available Land

The ABAG survey found 1,082 gross acres to be available for development over the 1980-2000 period in Union City's sphere of influence. Of this total, at least 143 acres represent redevelopment potential with 124 acres of rebuilding activity and 19 acres of infill on small sites. The rebuilding potential involves a shift of 50 industrially developed acres (Holly Sugar) to residential potential, 34 acres of commercial redevelopment where drive-in movies currently operate, 30 acres of nurseries with residential potential according to their general plan designation, and a 9.8 acre school site.

The specific types of land with development potential -- residential, local-serving, and basic -- are described as follows:

Residential: 760 acres

For the 1980-2000 period, 760 acres were identified as having a potential for 4,147 housing units, an average density of 5.5 units per acre. This potential includes a publicly-assisted apartment project on a former school site (9.8 acres, 250 units), the Holly Sugar project (40 acres, 222 units), part of the Lowry Road area (63 acres, 200 units) and other specific projects that have been approved for a total of 163 acres and 1,188 units. These approved projects are assumed to comprise the available land supply for 1980-85. The remaining land available for development was adjusted to reflect Union City's growth management ordinance. The 1985-90 land supply consists of 324 acres with a potential for 1,582 units. Portions of the Lowry Road area and the 511 area are assumed to be available for development during this period and in the post-1990 period. Approximately 273 acres for 1,377 units are assumed to be available in the 1990s. The hill areas (outside subdivided areas) are assumed to be reserved for post-2000 development and are, therefore, excluded from the available land supply.

Local-Serving: 140 acres

Of the 140 available acres, 10 acres comprised the 1980-85 land supply. The 10 acres represent a corporation yard built in the last two years. The remaining 130 acres are assumed to be available 1985-90. Almost 74 percent of the local-serving development potential in Union City is on a 103.8 acre site adjacent to Route 17 and Alquire Road that is zoned and planned for commercial uses. A portion of the site is presently occupied by drive-in movies and is expected to redevelop with more intensive uses. Other acreage consists of scattered commercial sites, including an estimated 7 acres of redevelopment in Old Alvarado.

Basic: 182 acres

Much of the land with basic potential is in the southern portion of the 511 area on the City's western edge. A 60 acre site and a 32 acre site were replanned from residential to light industrial in 1981. The City hopes to attract high-technology industries to these sites. An estimated 55 acres near old Alvarado are planned for industrial uses. The remaining potential identified by the survey is scattered in existing industrial areas. For the 182 acres, 94 percent is assumed to be available 1985-90, and 6 percent is available 1980-85.

Developable portions of the 511 area are subject to potential flooding. Therefore, development in this area is subject to the City's ordinance requirements for construction within a flood hazard zone. The developable portion, 232 acres according to the ABAG survey, is planned for residential and light industrial uses as described earlier in this report.

Sewage treatment services are provided by the Union Sanitary District which serves both Newark and Fremont as well as Union City. The Alvarado plant may reach its current design capacity (20 mgd) in 1985, and plans for expansion are underway at present. Water service is available from the Alameda County Water District. The ABAG land availability figures assume no sewerage or water service constraints to development.

Development in the hill areas is a low priority for the City, and the 5,000 acres in the hills are generally reserved for post-2000 development. A hillside general plan study for 40-50 acres resulted in the City adopting a Hillside Combining District and a grading ordinance. Approval and authorization for any proposed development in this district is subject to the issuance of a conditional use permit, and allowable densities are subject to the degree of slope and other visual and geologic considerations.

The major policy affecting residential development potential in Union City is the City's intention to control the rate, distribution, and type of proposed residential development on an annual basis. The City Council adopted a residential development permit reserve system for all single and multiple family housing except elderly housing, housing for the disabled, low-income projects, projects with four or fewer units, and multiple family rental projects. The reserve system allows 300 permits to be granted annually - 150 for single-family detached and 150 for condominiums, attached, and semi-detached units, although this division between types may vary. This growth management ordinance prohibits the City Council from awarding more than 100 residential units in a single residential development in a single year.

One of the criteria in granting residential development permits is location within the city. The City Council established growth area priorities. First priority is the "community core," i.e., the infill area between Mission Boulevard and Union City Boulevard. The Lowry Road Plan Area is second, and the Mission Boulevard Corridor (lands fronting of the easterly side of Mission Boulevard) is third. Fourth priority is the 511 Plan Area. The hill lands (outside the subdivided areas of VII Hills) are the last priority for location of new development.

3.7. Newark

3.7.1. Introduction

Newark incorporated as a general law city on September 22, 1955. The city contained approximately 5,300 acres until the spring of 1979 when it readjusted its boundaries with Fremont and grew to 8,993 acres. Much of the annexed area adjoins the San Francisco Bay and includes the Leslie Salt Company's evaporation ponds. The city boundaries are now coterminous with the LAFCO sphere of influence boundary established in 1978.

The City of Newark's General Plan - 1985 proposes a total of 1,661 acres (31.3 percent of the total land area in December 1972) for development in residential uses. This Plan designates 1,604 acres, 30 percent of the 1972 acreage, for industrial uses. Commercial uses are proposed for 466 acres (8.7 percent of the total). The remaining 1,606 acres, out of the total 5,337 acres, include sites for community facilities and streets/highways.

The 1980 Census counted 32,126 persons in Newark, all of whom lived in households. With 9,216 households, average household size was 3.49. The total number of housing units in the city was 9,460, and only 2.6 percent were vacant.

3.7.2. 1975-80 Change

A comparison of the April 1980 Census results with data from a special census conducted in Newark on September 12, 1975 indicates that the city increased its population by 2,773 (or 9.4 percent), from 29,353 to 32,126. Total housing units increased by 1,116 (13.4 percent) over the four and a half-year period, from 8,344 to 9,216. Household size shrank from an average of 3.78 persons per household to 3.49.

The ABAG Local Policy Survey Update identified 186 net acres of development activity. Of this total, 49 acres (26 percent) were attributable to redevelopment including 22 acres of infill on small sites and 27 acres of rebuilding. No shifts of developed land from one type of use to another were identified.

The residential activity involved 101 acres and 508 dwelling units for an average residential density of 5 units per acre. The specific parcels identified ranged in size from 4 acres to approximately 33 acres and from 21 units to 183 units.

Local-serving activity occurred on 46 acres. This acreage includes an estimated 12.5 acres of commercial uses on Jarvis Avenue and two 10-acre school sites, as well as miscellaneous commercial infill developments.

The 39 acres of basic development activity include 27 acres of rebuilding adjacent to the Nimitz Freeway, approximately 8 acres in the industrial area across from the Leslie Salt Company refinery, and infill activity near Jarvis Avenue.

3.7.3. Post-1980 Available Land

The ABAG survey tabulated approximately 920 acres within the City of Newark that have potential for development according to local land use policies. Almost 12 percent of this total acreage involves potential infill activity (43 acres) or rebuilding activity (63 acres). Approximately 8 acres of developed local-serving land are anticipated to redevelop with residential uses. The residential, local-serving, and basic acreages with development potential are described below in more detail.

Residential: 290 acres

This acreage was identified as having the potential for 3,609 dwelling units for an average density of 12.4 units per gross acre. Significant sites include 28 acres and 450 units at New Park Village, that are under construction, and another 45 acres adjacent to NewPark Village with an identified potential for 775 units. A 170 unit townhouse project is proposed for 30 acres at Willow and Thornton. In summary, there are approximately 127 acres assumed to be available 1980-85 for residential development including projects under construction or approved for development. An additional 165 acres are available 1985-90, and 8 acres are assumed to be available after 1990 (when the existing school facility is assumed to be redevelopable at 15 units per acre). Of the land available 1980-85, 55 acres involve cancellation of a Williamson Act contract and an identified potential for 875 dwelling units.

Local-Serving: 331 acres

A large portion of the local-serving potential is associated with the NewPark regional shopping mall - 108 gross acres. The entire retail center is to contain 1,184,210 square feet. Much of the mall was completed in 1981 (i.e., 834,210 square feet), and the remainder is planned for construction in the 1985-90 time period. Adjacent to NewPark, additional commercial uses are planned for about 59 acres including the old Treasury store which is to be subdivided/converted to other commercial uses (12 acres). South of the NewPark center are approximately 75 acres identified as having potential for development with highway commercial uses; the City just completed a 4-lane street through this area. Commercial uses are planned for another 66 acres along Jarvis Avenue, adjacent to existing commercial development.

Basic: 299 acres

The ABAG survey tabulated ten industrial sites in the City of Newark including 30 acres owned by FMC, 151 vacant acres between Wells and Perrin Avenues, and approximately 40 acres owned by Southern Pacific. Of the total acreage identified, only 14 acres are associated with a specific project. This acreage, which is adjacent to the Nimitz Freeway and the Southern Pacific Railroad tracks, is currently being developed. The remaining 285 acres are assumed to be available in the 1985-90 period. Almost 67 acres in the industrial area south of Cherry Street were identified as not having sewers available, however.

Newark receives sewerage services from the Union Sanitary District. The District will begin expansion of its existing plant in 1984, from 19.7 mgd to 30 mgd; work is to be completed by 1986. The expanded plant is to accommodate future development in Fremont, Newark, and Union City. Water service is provided by the Alameda County Water District which has sufficient supplies for its service area until at least 1995.

Newark's General Plan provides for residential areas of high density (15-20 units per acre), medium density (8.3-15 units per acre), and low density (4.2-8.3 units per acre). Though large areas have been planned for low density residential, much of the post-1980 development potential is associated with medium to high density areas. Some of the residential development potential involves intensification wherein single-family units are on lots zoned for higher densities and may be expected to be redeveloped. While the ABAG survey identified a potential for 3,609 units on identified acreages for the 1980-2000 period, the City estimates their total build-out capacity at 13,686 units or an additional 4,470 units over the April 1980 census count (ABAG 1982). Thus, the ABAG Local Policy Survey Update figure represents a minimum estimate of dwelling unit potential and probably does not reflect the total potential for rebuilding in residential areas on small sites.

3.8. Fremont

3.8.1. Introduction

Located south of Newark and Union City, Fremont incorporated as a general law city in January 1956. The area within Fremont's LAFCO sphere of influence, which corresponds closely to the incorporated area, is approximately 57,400 acres of land, water, sloughs, and marshes. Fremont is characterized by its large supply of vacant land. The City reports that as of January 1981, 15,134 acres of land were vacant and 7,790 acres (or 51.5 percent of the vacant land) were designated as open space by the Fremont General Plan (Fremont 1981b).

The April 1, 1980 Census identified Fremont's total population to be 131,945, making it the second largest city in Alameda County and one of the largest cities in the nine-county San Francisco Bay Region. There were 130,689 persons living in 44,125 households for an average household size of 2.96. Total housing units were counted at 45,486, so only 3 percent were vacant.

3.8.2. 1975-80 Change

As mentioned earlier, Fremont's city boundaries were adjusted to deannex the Lowry Road area in the North Plains area and deannex the salt evaporation ponds of Leslie Salt Company. The boundary between Fremont and Newark was readjusted to follow the new Dumbarton freeway alignment (to be completed by 1984).

The City estimates that between July 1975 and July 1980, the housing supply increased by 7,826 units or 20.7 percent, from 37,834 to 45,660 (Fremont 1981b). An estimated 34,068 units were single-family (excluding 721 mobilehomes) or almost 75 percent of the total housing stock. As of 1975, 756 acres were occupied by commercial uses and an additional 581 acres were planned for commercial uses. Industrial uses occupied only 1,865 acres out of a total supply of 7,015 acres planned for industrial uses in 1975 (Fremont 1977).

The ABAG Local Policy Survey Update identified 1,923 net acres (or 2,041 gross acres) of development activity based on data for the 1977-1980 period. ABAG estimated that 1,811 residential acres developed with 7,711 units for an average residential density of 4.3 units per acre. This acreage consists of 129 projects (or land units), from small subdivisions, such as 0.5 acres with 2 units, to 57 acres with 315 units by Ponderosa. There were 188 units of publicly-assisted rental housing built on 12 acres, the Rancho Sol and Rancho Luna projects. While much of the development activity consisted of relatively low density residential subdivisions, several condominium and townhouse projects were built. Examples include the Glenmoor project (14 acres, 224 units), a planned unit development of 192 multi-family units on 21 acres, and 96 condos on 8 acres (tract 3957).

The ABAG Survey found 112 acres of local-serving activity. Much of this is associated with the State School for the Deaf and Blind which relocated from Berkeley to Fremont. This institution occupies a 90 acre site, employs a 1,200 people, and has a resident student population of 400. An Alameda County courthouse was constructed on an estimated 7 acre site. A 15 acre site at the intersection of Stevenson Boulevard and the Nimitz Freeway developed with retail uses.

No basic or mixed use activity was identified by the survey.

Of the 1,923 acres of development activity in Fremont, 108 net residential acres represent private sector infill projects. No conversion or rebuilding activity was identified, and no land use shifts (of previously developed acreages) were recorded.

During the 1975-80 period, the City conducted a study of current development trends and remaining development potential. The City's Timed Development Study found that the existing housing stock was 75 percent single-family homes and that 83 percent of the dwelling units in the City's review process or under construction as of June 1977 were also single-family. There were a number of private sector proposals during this period to rezone multiple family areas to single-family or low density residential, as the supply of land designated for low density residential declined and the supply of land for higher densities remained stable. The City's response to this pressure was the adoption in 1977 of a policy concerned with minimum density development on multi-family lands. In short, proposed multi-family projects are required to meet a minimum of 80 percent of the first step of the General Plan residential density range. Prior to this 1977 policy, several areas zoned for multiple family residential were developed as single-family residential.

Fremont amended its General Plan in 1979 for the Northern Plain area including the Patterson Ranch. The Plan amendment focused on an undeveloped area of approximately 1,300 acres generally bounded by the Coyote Hills Regional Park, Alameda Creek Flood Control Channel, the boundary between Union City and Fremont, SR 17, and the proposed SR 84 freeway. Construction began in this area with the Ardenwood Villages project.

3.8.3. Post-1980 Available Land

The City of Fremont's study of vacant land acreage in January 1981 identified 2,588 acres designated by the General Plan for residential uses (excluding open space), 284 acres for commercial uses, and 4,472 acres for industrial uses. The commercial acreage is located entirely in the flatlands, primarily in the Central planning area. Vacant industrial acreage is located primarily in the flatlands, especially in the Industrial Baylands planning area and in the Northern Plain. Residential land is located in the flatlands, the hill areas, and in agricultural preserve lands. The City reports that:

"According to the vacant land survey, an additional 21,340 residential units will occur at the City's development. (This number includes 7,910 units either presently under construction or approved by the Planning Commission.) With the exception of the Mission San Jose and Warm Springs areas, the vast majority of dwelling units to be built are in the multiple residential range categories. The average density of vacant residential lands (excluding open space) is 8.2 units/acre.

"According to the vacant land survey, the major opportunities for increased residential development are in the Northern Plains, Centerville, Central and Mission San Jose areas. Very little future development remains in the Irvington, Warm Springs and Niles areas, although hill area residential development may occur in the latter two planning areas. The Northern Plains provides the greatest potential for a wide range of housing units, whereas the Central and Centerville vacant lands are primarily designated for high density and medium density development, respectively." (Fremont 1981b, p. 56)

The ABAG Local Policy Survey Update found 7,058 gross acres with potential for development based on information provided by City staff. Of this total, only 93 acres were identified as having "second growth" potential. This acreage represents small infill sites. Thus the land available for development in Fremont is clearly associated with large parcels of vacant land. The 7,058 total acres are described as follows:

Residential: 3,534 acres

The ABAG survey found 3,534 acres with a potential for 16,292 units over the 1980-2000 period. The overall average residential density is 4.6 units per gross acre. Of this total, 2,039 acres are assumed to be available 1980-85 since this figure includes projects that have been approved by the City but that have not yet been built, projects completed after the 1980 Census, or projects under construction by November 1981. Ardenwood Village accounts for 267 acres with 1,200 units, tract 4363 was identified with 1,031 units on 75 acres, tract 731 has been approved for 558 units on 214 acres, 182 units are under construction by Goosen-Parnas on approximately 180 acres in the Fremont hills, and 18 units have been approved on a 90 acre site (including open space) in the Fremont hills.

Of the total residential acreage identified, 942 acres are assumed to be available during the 1985-90 period (in addition to land available 1980-85 which does not develop by 1985). Much of this potential may be attributed to the Ardenwood Forest project proposal in the Northern Plain area (Village 1 of 1,370 units on 114 acres), a 150 acre vacant area along Walnut Way with a planned density of 10 units per acre, and a 170 acre site along Mission Boulevard with a planned potential for 500 units.

The ABAG survey identified 553 acres as not being available for residential development until after 1990. This acreage includes a 350 acre site in a remote hillside area with no sewers, water, or roads and subject to the constraints of the City's hillside ordinance. The remaining acreage is attributed to Villages 2 and 3 in Ardenwood Forest--2,430 potential units on 203 acres.

Since the ABAG survey was based on maps of vacant land and approved subdivisions provided by City Planning Department staff, the ABAG figures should generally correspond to the City's published figures. ABAG identified 2,039 acres with a potential for 7,272 units for the 1980-85 period. This roughly corresponds to the 7,910 units reported by the City as either under construction or approved as of January 1981. Excluding open space, the City identified 1,566 vacant acres planned for 10,935 to 15,081 units depending on a range of General Plan densities and excluding the approved/under construction projects. The ABAG survey identified 1,530 acres with a potential for 9,020 units for the 1985-2000 period. The differences are probably due to the following reasons:

1. ABAG estimated acreages from the City's maps of vacant land and residential development activities maps.
2. The vacant land map did not identify small parcels planned at high densities especially in the Centerville and Central Planning Areas. Therefore, the dwelling unit potential is probably understated by ABAG.

In summary, City staff anticipate that residential construction will average 800-900 units annually.

Local-Serving: 333 acres

The 333 acres include vacant commercial lands and 80 acres with office development potential. Of the total acreage, 54 acres were specifically identified as having an employment potential of 4,390 or 82 employees per acre. About 38 percent of the total acreage is assumed to be available 1980-85. These 127 acres include an approved 23 acre shopping center at Mission and Warm Springs Boulevards that includes office development, 6 acres for Fry's store, a bank on approximately 12 acres, and the Civic Center office park on 12 acres adjacent to the new county courthouse. The Fremont Office

Park is under construction on a 10 acre site and is estimated to provide 1,000 jobs. The remaining 206 acres includes numerous sites ranging in size from 2 acres to 22 acres. Much of this available land is associated with Ardenwood Forest: 26.5 gross acres and 1,590 jobs in the planned commercial areas and 72.3 gross acres for four schools. The 333 acres does not include either rehabilitation projects in the Hub shopping center or redevelopment potential in the 72 acre Niles Redevelopment District.

Basic: 3,191 acres

The City is trying to attract high technology industries to the 3,191 available acres. Almost 37 percent or 1,165 gross acres are assumed to be available over the 1980-85 period. Specific projects included in this acreage are the Southern Pacific Business Park on approximately 240 acres, the 59 acre Fremont Technical Business Park, the 45 acre Mission Arroyo Industrial Park, the Fremont Business Park (Marathon Oil Co.) on 70 acres, Sutter Hill on 149 acres, Warm Springs International (Phase I) on 255 acres, the 229 acre Fremont Industrial Park, Mission Park on 50 acres, the Warm Springs Industrial Park (21 acres), the Kacor Company project on approximately 40 acres, and the 7 acre Mission San Jose Park. The Warm Springs International project has an estimated employment potential of 11,430.

The 1,221 vacant industrial acres assumed to be available 1985-90 are generally comprised of sites planned for industrial uses but for which no development projects have been approved. Included in this acreage are 318 gross acres at Ardenwood Forest with a potential for 14,310 jobs, the second phase of the Warm Springs International industrial park (152 acres), and a 120 acre site along the Nimitz freeway.

The remaining acreage with basic development potential consists of 805 acres. About 622 acres are baylands which presently lack utility extensions but are included in an assessment district. Another 300 acres of baylands (adjacent to the area covered by the assessment district) were also identified as planned for industrial uses. This site lacks sewer, water, and road extensions. The 805 acres are assumed to become available for development after 1990.

The available acres identified by ABAG as having basic development potential in Fremont are substantially less than the vacant acreage planned for industrial uses. This discrepancy is probably attributed to definitional differences for such areas as solid waste landfills which Fremont identifies as industrial and which ABAG assumes to be unavailable for development during the projections period. The City has identified at least 1,600 acres as being prime or unconstrained (Fremont 1977).

The City of Fremont's policy is to bring job and housing opportunities within the city into closer balance by decreasing the need for out-commuting. The Ardenwood Forest New Town in the Northern Plain area is an 805 acre project combining 3,800 residential units with planned commercial and high technology uses. Economic development objectives include expanding the city's tax base and employment opportunities.

The City is also concerned with expanding the housing supply. The adopted Housing Element of the Fremont General Plan (September 1981) recommends amending the General Plan "...where desirable (sic) and practicable to residential and higher density residential uses" (Fremont 1981b, p. 3). The residential holding capacity, including open space lands and excluding lands in agricultural preserves (968 acres) and publicly-owned lands (54 acres), is estimated by the City at 11,428-15,374 new dwelling units in addition to 6,369 units approved for development as of October 31, 1980. Changes in the General Plan to increase densities on residential lands and to designate some commercial and industrial land for residential could increase the housing potential. In the Central Planning Area, densities as high as 50-70 units/acre are permitted already in the current plan. In contrast, Fremont residents passed Measure A, an initiative limiting construction in 1,400 acres of accessible hills to about 1,600 units (rather than 2,800 units).

3.9. Dublin

3.9.1. Introduction

Dublin became the fourteenth City in Alameda County on February 1, 1982. Located between San Ramon in Contra Costa County on the north and the City of Pleasanton on the south, Dublin contains approximately 2,050 gross acres of which 1,430 acres are planned for residential, 360 acres for commercial, and 260 acres for industrial land uses (Alameda County 1977).

As of April 1, 1980, Dublin had both a total and a household population of 13,496. The number of households was 3,954, and the average number of persons per household was 3.41. Total housing units numbered 4,133. Of these, 4.3 percent were vacant on Census day.

3.9.2. 1975-80 Change

The County Planning Department estimated that as of January 1975, the Dublin area (i.e., the Upper Amador Valley Area) contained 3,993 housing units - 3,600 single family and 397 multi-family units (Alameda County 1977). Therefore, comparing this estimate with the 1980 Census figure produces an approximate change of 140 housing units for the five-year period.

The ABAG survey identified a single residential project for the five-year period, 176 units on 9 acres. Of these units, 36 are rental assisted (Section 8) units.

Most of the development activity in Dublin was local-serving and basic. Local-serving or commercial development occurred on 97 acres in areas adjacent to I-680 and I-580. Basic or industrial development occupied approximately 50 net acres in the Sierra Court area. These 147 acres developed in response to market pressures for this activity and the land being available for these uses.

On November 3, 1977 the Alameda County Board of Supervisors revised the County General Plan for the Livermore-Amador Valley Planning Unit. An objective of the 1977 Plan was to promote the three existing communities - Dublin, Pleasanton, and Livermore - as centers of future urban development. This Plan noted that limited land was available for residential increase in Dublin. The 300 acre Dougherty Hills area was indicated as low density residential (3.3-3.6 units per gross acre) with a school and park. Ridge and steep slopes within this area were to remain in a natural state. The Plan reserved federal land at Camp Parks and county land at Santa Rita for major public uses.

3.9.3. Post-1980 Available Land

The Local Policy Survey Update identified 777 gross acres available for development according to county land use policies. Of this total, 46 acres or about 6 percent represents redevelopment, specifically the rebuilding of Komandorski Village. The remaining 94 percent represents development potential of vacant land. The 777 acres are described as follows:

Residential: 706 Acres

The available residential acres were estimated to accommodate 2,413 units for an average density of 3.4 units per acre. Almost 68 percent of the total acreage (478 acres) refers to specific project proposals such as the Kremco proposal for approximately 150 units on 80 acres in the Dougherty Hills area and the Neilson project of 390 maximum units on 138 acres. The Alameda County Housing Authority is redeveloping the 46 acre Komandorski Village site with 150 moderate income units. In summary, there are 1,909 housing units approved for the 478 acres which is assumed to comprise the 1980-85 land supply. The remaining residential land, 228 acres, is assumed to be available 1985-90. This acreage includes the remainder of the Kremco proposal, 400 units on 220 acres, and 8 acres with a potential for 104 units.

Local-Serving: 5 Acres

Given the large amount of commercial activity 1975-80, only an estimated 5 acres remain for post 1980 development. These acres are assumed available 1985-90.

Basic: 66 Acres

The 66 available acres represent about 6 acres of the Hexcel property, assumed available 1980-85, and 60 acres of

industrial land that is either vacant or marginally developed. About 30 acres are located in the Scarlett Court/Dougherty Road area, and 30 acres are in the Sierra Court area. These 60 acres are assumed to be available after 1990 due to insufficient capacity at the Dublin-San Ramon Service District's sewage treatment facility.

The 777 acres of available land represent the current policies of Alameda County for the Dublin area. Since Dublin has incorporated and established its own planning program, local policies regarding land use development could change. The Neilson project straddles the new city boundaries, and part will have to annex to Dublin before it can fully develop.

Dublin is in the Dublin-San Ramon Service District sewer service area, and the existing plant can serve approximately 6,200 housing units or an additional 2,067 units over the existing units in 1980. Of the 2,413 potential units, 346 could be constrained. Capacity is not available to serve additional industrial development.

3.10. Pleasanton Area

3.10.1 Introduction

The Pleasanton area includes the City of Pleasanton, which incorporated as a general law city in June 1894, and adjacent unincorporated land within the City's LAFCO sphere of influence.³ The Pleasanton area is located at the western end of the Livermore-Amador Valley in eastern Alameda County. Within the City's sphere are sand and gravel quarries on the east, the Sycamore/Happy Valley unincorporated area on the south, and Castlewood Country Club and other unincorporated hill areas on the west. Interstate highways 580 and 680 provide east-west and north-south access, respectively.

The City's planning area is substantially larger than its sphere of influence, but most of the developed land is located within the sphere. Current estimates of developed land (excluding the Alameda County Fairgrounds, Livermore airport, and neighborhood and community parks) add to 4,420 acres. Of this total, about 48 percent is occupied by residential uses; 5 percent by commercial and office uses; 41 percent by industry; and 6 percent by schools, public, and institutional uses. Sand and gravel harvesting occupies 1,440 acres or 80 percent of the developed industrial land. (Pleasanton 1981)

The City of Pleasanton's 1980 Census count revealed a total population of 35,160. There were 35,031 persons living in 11,317 households for an average household size of 3.1. Total housing units were 11,665; of these, 3 percent were vacant. (Population and housing counts in the unincorporated residential portions of Pleasanton's sphere could not be summarized from census tract data.)

³ It excludes Dublin, formerly in Pleasanton's sphere, which recently incorporated.

3.10.2. 1975-80 Change

Since 1975, Pleasanton annexed 397.2 acres within its sphere of influence which was adjusted at its eastern edge from the 1976 boundary.

A comparison of the 1980 Census results with the March 1975 Special Census in Pleasanton reveals that total population increased by 3,493 or 11 percent, and that total housing units grew by 1,902 units or 19.5 percent.

The ABAG Local Policy Survey Update identified only 118 acres of development activity for the 1975-80 period. Of this total, 75 acres were residential, 36 acres were local-serving, and 7 acres were basic. No land use shifts were recorded, and only 9 acres were found to be private infill.

The 75 acres of residential development had 540 housing units for an average density of 7.2 units per acre. This represents only 28 percent of the 1975-80 growth in housing units. The projects identified were of relatively high density for Pleasanton: 79 condos on about 10 acres near the Stoneridge center, 150 townhouses on a 15 acres along Pimlico and Fairlands Drives, 74 units on approximately 5 acres on Pimlico at Brockton Drives, 177 units on about 35 acres on Santa Rita Road, and part of the Heritage Valley project (an estimated 60 units on 9.5 acres).

The 36 local-serving acres include 15 acres for a utility vault, a 1-acre professional office, the Mohr Business Park on 1.5 acres, and other commercial projects from 1 to 8 acres in size. The 7 basic acres include the Tymshare facility on 4 acres with an estimated 288 employees and the Clorox facility expansion on an estimated 3 acres with approximately 260 employees.

Pleasanton revised its General Plan in February 1976. Because of air and water quality constraints, state and federal regulatory agencies established population growth limits for funding sewage treatment and disposal facilities. Therefore, the City's Plan reflects a population ceiling of 48,700 persons for the year 1996, a maximum of 15,700 additional persons over the 1976-1996 period. The plan proposed that a local growth management program be pursued to allocate development primarily within the City's current jurisdictional limits. The Plan Map included a "limit of urbanization - 1996" line indicating the areas considered available for urbanization prior to 1996. In effect for the past three years, Pleasanton's growth management program places a 2 percent annual population increase ceiling on new development. This policy is implemented through regulation of residential proposals to approve 300-600 units per year, depending on household size assumptions.

3.10.3. Post-1980 Available Land

The ABAG survey found 4,681 acres of residential, local-serving, basic, and mixed use land in the Pleasanton area available for development 1980-2000. Most of this acreage represents vacant land; as only 164 acres of redevelopment activity were identified. About 139 acres involve rebuilding where former gravel pits have been reclaimed for a mixed use industrial park and for commercial uses. The remaining 25 acres represent infill potential.

Residential: 2,385 Acres

The 2,385 acres available have a potential for 9,083 dwelling units for an average of 3.8 units per gross acre. Low to medium densities were assumed for areas presently unincorporated but adjacent to city boundaries and within Pleasanton's sphere - 110 acres at 2 units acre along Foothill Road, 560 acres at 1.75 units per acre, and 233 acres at 5 units per acre. Within existing city boundaries, approximately 1,482 acres with a potential for 6,718 units were identified for an average of 4.5 units per acre.

About 824 acres are assumed to comprise the supply of land available 1980-85; specific projects in the city add to a potential of 3,021 units (or 3.7 units per acre). Included in this acreage is an estimated 42 acre site approved for 467 units (Pleasanton Station). A 66 acre site adjacent to Sports Park is to be developed with 300 units, and 150 units are under construction. A 35 acre site off Hopyard Road is being developed with 140 units (Country Fair). The Vintage Hills project consists of approximately 82 single family lots on a 60 acre site on Crellin Road. The remaining 1,561 acres, including the 903 unincorporated acres, are assumed to be available 1985-90 and have a dwelling unit potential of 6,062. Thus, the city contains 658 acres with a potential for 3,697 units. All of the residential land supply was assumed to be available between 1980 and 1990; yet if the sewer capacity problem is not resolved, then some of the available land would be constrained in the short-and mid-terms and, therefore, not available until after 1990.

Local-Serving: 552 Acres

The 552 acres available for local-serving uses includes 178 acres at the Stoneridge Shopping Mall which was completed at the end of 1980. The Stoneridge Mall contains 1,262,000 square feet for retail commercial uses. Around Stoneridge is another 69.9 acres approved for office and other commercial uses with an employment estimate of 2,367 jobs. Adjacent to the Stoneridge development, there are 91 acres planned by Daon for an office park (4,660 potential jobs). Business and professional offices are planned for other sites south of Stoneridge. The other large vacant site planned for commercial uses is located off Stanley Blvd. and contains approximately 70 acres of reclaimed gravel pits. Of the total local-serving acreage identified, 61 percent (or 338 acres) is proposed for development 1980-85. The remaining 214 acres are assumed to be available 1985-90.

Basic: 806 Acres

ABAG identified 806 acres of land planned for basic uses, including 260 acres owned by the San Francisco Water Department which is to remain in agricultural use until after

1990. The other major site is a 370 acre annexation proposal south of I-580 on the eastern edge of the city. Included in this area is the Staples Ranch (presently owned by Alameda County) and the proposed Johnson Industrial Park. The regional headquarters of Farmers Insurance has been approved on a 14 acre site. The remaining acreage includes vacant sites shown for industrial uses in the Pleasanton General Plan. In summary, 105 acres are assumed to be available 1980-85, 441 acres for 1985-90, and 260 acres for the post-1990 period.

Mixed Use: 938 Acres

The mixed use potential in Pleasanton involves combinations of basic and local-serving uses in several proposed business parks. The Hacienda Business Park Phase I proposes to combine warehousing, office, commercial, and research and development activities on a 573 acre site off Hopyard Road. Of these 573 acres, 431 acres are assumed to be available over the 1980-2000 period. Construction has begun on 26 acres. Phase II would be an expansion of this project onto an adjacent 280 acre site. While the project has been guaranteed 350,000 gallons per day of sewage treatment plant capacity, full development is contingent upon obtaining several million gallons per day of additional sewage treatment from a package treatment plant. The Oaks Business Park is under construction on a 56 acre site, and the Meyer Office Park is an 82 acre project to be built over a ten-year period. The 102 acre Fromm Business Park combines service commercial and industrial uses, and part of this project is under construction. The Valley Industrial Park proposes to combine light industrial, office, and commercial activity on a 69 acre site which was reclaimed from gravel harvesting. Almost 19 percent (177 acres) of the total acreage is assumed available 1980-85 with 211 acres in the 1985-90 period and with 550 acres reserved for the 1990-2000 period.

Pleasanton revised its General Plan in April 1982 and removed the 1996 urbanization line from the Plan. Within the city's planning area, the revised Plan allows for 2,295 acres of vacant or underutilized residential land that could accommodate a maximum of 11,044 units at the city's ultimate buildout, though a "most likely" estimate is 9,378 potential units. These estimates assume that sewage treatment plant capacity will be available, though the capacity situation is uncertain. (Pleasanton 1982)

The major constraint to development within Pleasanton's sphere of influence is the inadequacy of existing sewage treatment facilities of the Dublin-San Ramon Service District (which serves Pleasanton, Dublin, and San Ramon) to meet the needs of the City of Pleasanton. Under the current agreement with DSRSD, only 150,000 gallons per day of capacity are uncommitted. Pleasanton is currently planning for an additional 500,000 gallons per day increase in reserve treatment capacity for industrial development and is studying water reclamation (as a means of

further expanding capacity) and the use of package sewage treatment plants. Also, revenues from the new office and industrial parks may facilitate construction of additional capacity.

Water service is provided by the City of Pleasanton Water District which purchases water from Zone 7 of the Alameda County Flood Control and Water Conservation District. Improvements to the water distribution system to serve new development will be financed through the use of assessment districts.

Access improvements to I-580 and I-680 also will be financed through assessment districts. The Bay Area Rapid Transit District plans to extend its system to Pleasanton between 1985 and 1990. A station is planned for the Stoneridge shopping/office complex and for another location in Pleasanton. BART prefers establishing a second station in the downtown area, while the City prefers that BART continue along I-580. An alternative route may be the Southern Pacific Railroad right-of-way.

3.11. Livermore Area

3.11.1 Introduction

The Livermore area includes the City of Livermore, which incorporated as a general law city in 1876, and adjacent unincorporated land within its LAFCO sphere of influence adopted November 1981. The Livermore area occupies the eastern portion of the Livermore-Amador Valley area.

The Livermore sphere of influence includes the developed portions of the City's larger planning area. Existing land uses (as of 1975) are described as follows (Livermore 1976, Table II-15):

<u>Land Use</u>	<u>Acres</u>
Residential	3,560
Single Family	3,340
Multiple Family	220
Commercial	260
Retail	220
Office	40
Industrial	2,630
General	790
Quarry	1,080
Quarry Permit	760
Public Uses	5,503
Parks and Recreation	4,120
Other	1,383
Semi-Public	265
Other Public Facilities	815
Streets	1,700
Miscellaneous	1,272
Total Urban Uses	16,005

The City's General Plan states that urban uses within the built-up portion of the City's 88,960 acre planning area occupy 7,750 acres. As of 1975, only about 400 of approximately 3,000 industrially planned acres had been developed, including a portion of the 640 acre Lawrence Livermore Laboratory site and Sandia Laboratories. (Livermore 1976)

The 1980 Census counted 48,349 persons in the City of Livermore. There were 48,196 persons living in 16,230 households for an average of 2.97 persons per household. Livermore had 16,637 housing units of which 2.4 percent were vacant. Including the unincorporated portions of census tracts 4515, 4516, and 4517, total population in the Livermore area is approximately 49,390 and total housing units are 17,055. This estimate excludes some population and housing units in tract 4511, a portion of which is within Livermore's sphere of influence.

3.11.2. 1975-80 Change

Between November 1974 and April 1980, the City of Livermore's housing supply increased from 13,030 to 16,637 units, a gain of almost 28 percent (3,607 units) over the 5.4 year period.

The ABAG survey identified 202 net acres of residential and local-serving activity. Of this total, 23 acres developed as a result of rebuilding (14 acres) or infill (9 acres) activity.

Residential uses occupied an estimated 176 acres with 629 units for an average density of 3.6 units per acre. A 49 acre site near Isabell Avenue and Stanley Blvd. developed with 150 units. Construction began on the Waggoner Farm (Tract 1) with 50 units on approximately 19 acres. Near the Springtown Golf Course, 100 units were built on an estimated 28.5 acres. Sixty units were constructed on 20 acres at Vasco Road and 101 units on 34 acres at Raymond Road. Two projects along Grant Road - 69 units on 11 acres and 92 units on 11.6 acres - were identified also.

Local-serving activity consisted of 26 acres of commercial land. The civic center (5 acres developed 15 acre park) and a fire station (0.5 acre) were completed. A car dealer and expansion of a junior college added 2.5 and 4 acres respectively. A shopping center containing a Lucky store developed on 6 acres near Railroad Avenue, and another 8 acres of commercial (including Safeway) developed on a site formerly occupied by railroad tracks.

The City of Livermore adopted the Livermore Community General Plan, 1976-2000 in March 1976. The plan established several policies regarding growth, including the following:

"It is the overriding policy of the City that future growth shall not exceed the community's capability to provide services. In particular, school classroom facilities, sewerage treatment capacity, treated domestic water, public parks and recreation, and public services shall be the principal factors considered.

"It shall be the residential growth policy of the City to plan for a maximum residential growth figure achieved by never exceeding two (2%) percent of the present population in a calendar year. (p.83)

Livermore's growth policies developed from a previous 15 year experience of growth rates in excess of 5 percent annually, which severely strained the City's ability to provide services, and from State and Federal requirements to meet air and water quality standards. These policies are implemented through regulation of housing unit approvals. A point system is used to evaluate projects proposed for development. Also, the allocation of effective remaining capacity at the City's sewage treatment plant was limited to those development proposals which were consistent with all other General Plan policies. These policies include giving priority to lands designated for "short range" development by the General Plan.

3.11.3. Post-1980 Available Land

The ABAG survey found 3,618 acres of land available for development over the 1980-2000 period. Most of this potential represents vacant acreages. However, 8 acres of "second growth" infill potential were identified. The 3,618 available acres are about 54 percent residential, 1 percent local-serving, and 45 percent basic.

Residential: 1,943 acres

The 1,943 acres were identified as having the potential to accommodate 8,331 units for an average density of 4.3 units per gross acre. There are 486 acres (with 2,125 units) assumed to be available 1980-85. Major projects included in this land category are 225 units approved on a 55 acre site on Portola Avenue, 135 units on 6.5 acres in the Springtown area, the Meadowbrook Section 8 project of another 125 rentals on 13 acres, 225 units on 56 acres in the Springtown area, another Section 8 rental project of 75 units built on 5 acres on Pacific Avenue, and 150 units on 50 acres (Waggoner Farms).

For the 1985-90 period, 797 acres are assumed to be available for development of 3,181 units. Included in this land supply are the remainder of the Hoffman planned development project (41 acres and 220 units), the remainder of the Waggoner Farm tract (45 acres, 111 units), other vacant land in the Springtown area (census tracts 4511 and 4512) with an identified potential of 449 acres and 2,250 housing units, 193 acres and 313 potential units in potentially annexable areas south of I-580, and the remainder of the project on Portola Avenue (67 acres, 287 units).

The available land after 1990 is assumed to be 660 acres for an estimated 3,025 units. All of this land is within Livermore's present sphere of influence in the Springtown area. An 85 acre site presently under Williamson Act contract could accommodate 225 units, and 563 acres are planned for

approximately 2,800 units.

Local-Serving: 43 acres

The 43 acres represent planned commercial uses. Twenty-three acres are assumed to be available 1980-85, including 12.5 acres already built in the downtown area (Superblock) and 10 acres of commercial including a proposed Albertson's store. The remaining 20 acres are assumed to be available 1985-90 and are associated with a vacant site at North Livermore Avenue.

Basic: 1,632 Acres

Much of the available acreage is planned for industrial uses including industrial parks and research and development activities. The land supply for 1980-85 is comprised of 267 acres. Specific projects include a 25 acre industrial park on Las Positas Avenue at the southern end of the city, the 12 acre Shaheen industrial park, and 14 acres of industrial development (already built) north of Livermore Municipal Airport. The City approved the cancellation of an agricultural preserve on 180 acres south of the airport for industrial development by the TRIAD Corporation for design, development, assembly, and distribution of their products.

There are 1,365 acres comprising the 1985-90 land supply. Included are 70 developable acres on a 96 acre site north of the airport representing a General Plan amendment from open space/limited agriculture to low intensity industrial. The remainder of an industrial park north of the airport, 66 acres is also included. Another 37 acres represent the proposed Gateway industrial project (which requires a General Plan Amendment). On the eastern side of Livermore, 176 acres adjacent to the Lawrence Livermore Laboratory (and presently unincorporated) were recently replanned from agriculture to low intensity industrial. A 370 acre annexation proposal, 140 acres of Southern Pacific land, 143 acres of Western Pacific land, a 30 acre parcel owned by Intel, the Nissan property of 200 acres, and other lands north of I-580 are also available.

The 3,618 acres of available land are assumed to have adequate public services either presently available or planned such that there will be no constraints to development. Livermore operates its own wastewater reclamation plant which is in the process of being expanded from 5.0 mgd to 6.25 mgd. This expansion phase will be completed in December 1982, and unused capacity at that time is estimated to be 1.6 mgd. Assuming 50 percent allocation of this remaining capacity to industrial and commercial uses and 50 percent to residential, the City estimates that 2,200 new housing units could be guaranteed hook-ups (Livermore 1981b). This assumption means that only 26 percent of the potential units identified by the ABAG survey could be developed in the short term.

Livermore's ability to handle additional sewage needs beyond December 1982 will be dependent upon both plant capacity and disposal capacity.

Plant capacity could be expanded to 7.5 mgd with minimal changes at minimal cost, to 10.0 mgd with additional improvements, and to 15-20 mgd with a major plant rebuild. The City has identified a dwelling unit potential of 7,077 within its current sphere of influence (6,000 units within existing city limits). Expansion to 7.5 mgd would provide enough capacity to handle most of these additional residential units. The major constraint to future development could be the City's limited disposal capacity of 6.62 mgd in the LAVWMA effluent export pipeline. In order to export additional capacity through the pipeline, the present service contract would have to be renegotiated. Or, other methods of disposing of the treated wastewater will have to be developed to increase the City's disposal capacity. (Livermore 1981b)

Water service is provided by the California Water Service Company and the City of Livermore Water Company. These agencies purchase water from Zone 7 of the Alameda County Flood Control and Water Conservation District. The City water system serves the Springtown area, and water lines are planned for the area north of I-580 and the eastern edge of the City's sphere.

In summary, development in Livermore's sphere of influence over the 1980-2000 period will be guided by policies in the Livermore General Plan, the capacity of the sewer plant and effluent export facilities, and the development plans of the federal research facilities in the area. Recent amendments to the City's housing element include the policy to encourage planned housing construction adequate to meet the area's housing needs by re-evaluating the 2% growth policy with respect to sewer restrictions and air quality standards. Highest priority is the filling in of bypassed land within the existing urbanized area. The extension of a BART line into the City is planned but may not be built until well into the 1990s.

3.12. Other Unincorporated Areas

3.12.1 Introduction

This section focuses on the remaining unincorporated areas that are outside the cities' LAFCO spheres of influence and where the Local Policy Survey Update identified available land. Specifically, these areas are: (1) the community of Sunol, east of Fremont and south of Pleasanton, and (2) the Livermore-Amador Valley. Most of the unincorporated area outside city spheres (and excluding the urbanized communities San Lorenzo and Castro Valley) is not planned for development. This vast uncultivated and undeveloped area is zoned primarily for agriculture at a maximum of 1 dwelling unit per 100 acres. Small areas of rural residential zoning (1 unit per 5 acres) reflect existing development.

Sunol is located in census tract 4506.01 which had a 1980 Census count of 1,298 persons, 457 households, and 482 total housing units. The unincorporated area in the Livermore-Amador Valley (outside city spheres) with land available is a portion of census tract 4507.02, located between Pleasanton and Livermore. Tract 4507.02 had a total population of 204 of whom 196 lived in 72 households. Total housing units were 76.

3.12.2. 1975-80 Change

The ABAG survey did not identify specific land use changes, as little activity would have occurred in these rural areas which lack urban services. Water and air quality considerations have led to county policies to discourage residential development in most agricultural and ridgeland areas.

The Livermore-Amador Valley Planning Unit General Plan, adopted by the Alameda County Board of Supervisors on November 3, 1977, addresses both the Sunol and the Livermore-Amador Valley areas. In the agricultural areas in the ridgeland above Sunol, the lower forty percent of the property located along the southerly end of Pleasanton ridge is planned for Rural Residential use at 0.9 units or less per gross residential acre. The General Plan map indicates Suburban Residential (1.0-3.5 units per gross acre) and Low Residential (3.6-6.6 units per gross acre) for an area north of Livermore and I-580 at Collier Canyon Road, the Ruth property.

3.12.3. Post-1980 Available Land

The ABAG survey identified 905 acres with a residential development potential for 1,875 units or 2.1 units per acre.

In the Livermore-Amador Valley, 380 acres at I-580 and Collier Canyon Road (the Ruth property) are currently proposed for development. The Northbluff proposal includes 1,750 dwelling units, and a portion of the 380 acres (140 acres) is to remain in private open space (in order to provide for spray irrigation). The primary constraint to approval and actual development is the lack of sewage treatment service from an existing sewerage agency. The project requires a package sewage treatment plant and an organization to manage the facility. While the present Alameda County Board of Supervisors is not unalterably opposed to discrete sewerage facilities, the proposed wastewater management system would have to be approved by LAFCO, the State Regional Water Quality Control Board, and Zone 7 of the Alameda County Flood Control and Water Conservation District. Since the proposed project is consistent with designated land uses in the County General Plan, the project is assumed to begin development in the 1980-85 period (80 acres 600 units) with completion in the 1985-90 period (160 acres, 1,150 units).

In the Sunol area, the ABAG survey identified a total development potential of 665 acres with 125 units. A specific project, Rancho Sunol Estates, has received county approval for 80 units on a 440 acre site. However, a condition of approval was the construction of a package sewage treatment plant. ABAG assumes that the 440 acres are available 1985-90, that the sewerage problem will not be resolved by 1985. The remaining residential land in the Sunol area was estimated at 225 acres for 45 additional units. This remainder represents development on vacant existing lots of record at 1 unit per 5 acres, assumed to be available 1985-90.

The proposed County General Plan amendment for the Las Positas Valley area is not included in the ABAG Local Policy Survey Update. The Las Positas proposal to develop 4,417 acres north of Livermore - including

18,000 housing units on 2,226 acres, commercial uses on 103 acres, industrial and commercial office employment on 543 acres, and public/institutional uses on 420 acres - has not yet been reviewed and acted upon by the Alameda County Planning Commission. Major issues to be resolved include the provision of adequate public services by a combination of existing and new service entities including the use of a discrete sewerage system, revisions to adopted General Plan policies and diagrams, and the adoption of additional policy guidelines. The County General Plan currently shows the project area for Agriculture and Major Public uses. (Alameda County 1982)

A major constraint to development of unincorporated areas outside the cities' spheres of influence and outside the service areas of existing service districts is public concern over the protection of surface and groundwater resources of the Alameda Creek Watershed, since several hundred thousand people depend upon its water yield and water transport/storage capability. To meet the State Water Resources Control Board's 1975 Bay Basin Plan requirements, existing wastewater treatment agencies formed the Livermore-Amador Valley Wastewater Management Agency (LAVWMA) to construct a wastewater export pipeline system in 1979. This system was sized to accommodate only the 1995 needs of the LAVWMA area (as determined in 1975) partly in response to EPA restrictions due to existing air quality problems and federal air quality standards. The export pipeline is too small to meet future needs if additional urbanization occurs in the watershed. The Wastewater Management Plan for the area encourages the expansion and use of existing large community systems with the export of salts whenever possible and discourages the use of septic tanks and small community systems. (ACFCWCD, Zone 7 1982)

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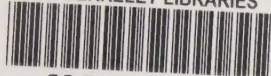
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